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ADAMS
MASSACHUSETTS

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ADAMS PLANNING BOARD

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COMPREHENSIVE PLAN

for

ADAMS, MASSACHUSETTS

March, 1970

Prepared for the Adams Planning Board and the Massachusetts Department of Community Affairs, and financially aided through a Federal Grant from the Department of Housing and Urban Development under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

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INTRODUCTION
GOALS AND OBJECTIVES
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INTRODUCTION

This report is intended as an open-ended document to help in planning for the future for Adams. It is in the form of a loose-leaf notebook so that pages or whole sections can be deleted as they become obsolete, and new materials can be added as they are prepared.

A census of population and housing is about to be conducted. When its results become available, a report on population trends should be added, and perhaps the housing report should be revised. At that time a study of the town's economy would also be profitable, along with updating of fiscal analyses.

Each year decisions on major public investments will be made, and plans for additional ones prepared. It is hoped that this will annually result in a new capital improvements report to replace the one now included.

Shortly, decisions are expected regarding route 8, urban renewal, and Saddleball. When those decisions are made, several of these reports will require revision. The proposed zoning bylaw included has been reviewed by a relatively small part of the community. As it gets wider review it too will require revision.

It should be clear that this report is a beginning, not an end. Unless the process of the past two years is continued through regular interdepartmental dialogue, serious study, and careful documentation, Adams will have a plan but will not have planning. Given the crucial nature of the decisions to be made in the next few years, non-planning is a luxury Adams can ill afford.

GOALS FOR ADAMS

Adams Planning Board
22 May 1969 Revised March, 1970

The ability of the Planning Board to determine the value of various planning proposals will be significantly increased if it has first established a set of goals. For instance, without defining a goal, it would be difficult at best to say that living in an apartment is better than living in a single-family detached house. If the goal is minimizing household chores, the apartment is likely to be chosen. If the goal is a private yard, a single family house is the answer.

The choices to be made by Adams are far more complex than this simple example. If they are to be made on a reasonable basis, a series of goals must first be clearly established, outlining in broad statements the purposes to be served. These goals can then be translated into more explicit statements of policies that in turn lead to the selection of planning alternatives.

The object of this report is to suggest several goals that we feel reflect the attitudes of the people of Adams. After stating the goals we further refine them into explicit policy statements. Those that are presented include residential, commercial / industrial, and part of the public facilities sectors.

RESIDENTIAL

1. Provide adequate housing for all
2. Maintain a variety of types of living environment

    a. facilitate the building of low-cost housing
        1) provide an adequate supply of land zoned for single-family homes on small lots
        2) allow the construction of apartments in single-family districts, subject to minimum requirements
        3) provide sites for government-subsidized low and moderate-income housing developers

- b. Create an atmosphere that encourages the rehabilitation of existing substandard dwellings
    - 1) Utilize appropriate federal aid assistance programs
    - 2) provide technical information concerning methods to be used in rehabilitation

- c. Provide areas for low and moderate-density housing
    - 1) Undeveloped districts unserved with public water and sewers should be zoned for low-density development
    - 2) Areas predominantly developed for moderate-density housing should not be subject to major density changes.

COMMERCIAL/INDUSTRIAL

1. Encourage commercial and industrial development
2. Avoid conflicts between residential and commercial/industrial areas

- a. Provide conditions conducive to commercial expansion
    - 1) Make the Central Business District more attractive to business development through improved accessibility, parking & appearance
    - 2) Provide zoning that will allow a higher intensity of use in the CBD.
    - 3) Provide a supply of land outside of the CBD zoned for extensive commercial usage

- b. Increase the attractiveness of locating new industry in the town
    - 1) Provide a supply of land zoned exclusively for industry
    - 2) Utilize suitable performance standards for control of new industry

- c. Support private enterprise in the development of Saddleball
    - 1) provide zoning suitable to the creation of a multi-use commercial/recreational/residential complex
    - 2) cooperate with the DNR and the developer in extending the necessary roads and utilities

PUBLIC FACILITIES

1. Maintain a level of public facilities that provides equal and adequate service to all
2. Minimize the cost of public facilities

- a. Facilitate the movement of traffic over the town's roads.

  1) encourage the location of the proposed Route 8 according to the "Crossover" scheme
  2) Continue Chapter 90 road improvements as outlined in the present schedule, with changes made as a result of a Route 8 locational decision, Saddleball development, etc.
  3) seek the completion of a second north-south route through the Central Business District
  4) work toward creation of a sufficient number of long-term parking spaces in the CBD.
  5) establish road and parking standards to govern new construction

b. Encourage the development of active recreational facilities, particularly in the urbanized district
  1) facilities should be available for all age groups and for all times of the year
  2) facilities should be developed in conjunction with public schools
  3) areas of less than 5 acres should be avoided if possible
  4) in the urbanized part of town, all residents should be within ½ mile of a playground
  5) recreation organizations should be involved in the selection and development of recreation areas.

c. Preserve significant natural resources
  1) protect selected riverfronts, stream valleys and wooded uplands
  2) use acquisition and regulation powers to control pollution and prevent flooding
  3) encourage private ownership of conservation areas, except where public access is desirable

A FRAMEWORK FOR DECISIONS

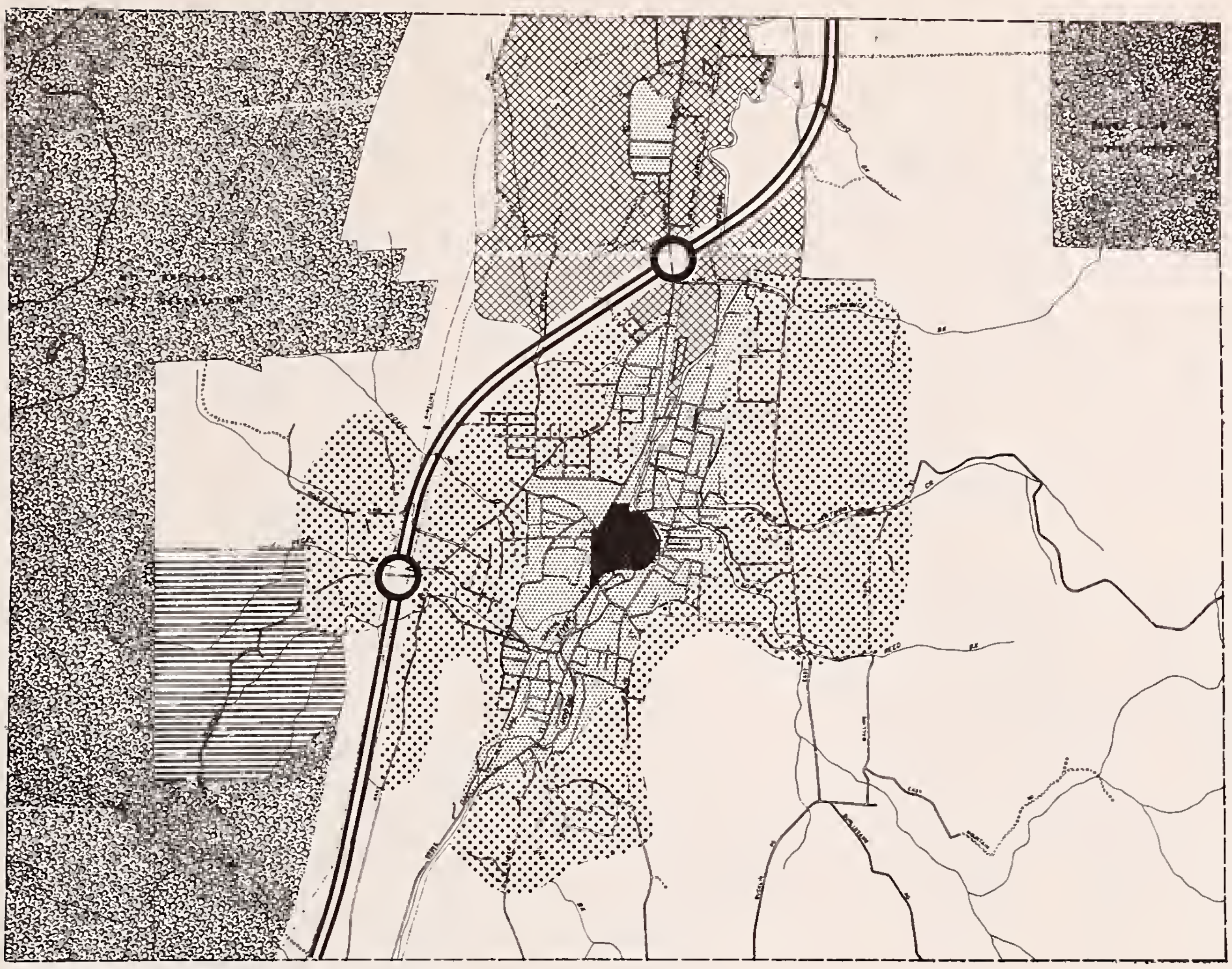
Adams Planning Board
January, 1969 Revised 25 Feb. 69
Revised March, 1970

The map of "First Choice Future" illustrates the way we would like to see Adams in, say, 1985. Route 8 has been relocated, entering Adams on the west side of the valley with an interchange serving Saddleball, then crossing the Valley near Lime Street with another interchange in that vicinity, serving Columbia Street and, via improved Lime Street, the land on the east side of the valley. At and below Saddleball, substantial development has taken place keyed around winter recreation, but complemented with other facilities to make Saddleball a year-round attraction. The center of Adams is greatly changed, having been massively renewed, with housing replacing obsolete mills, and a gradual program of scattered housing improvement or removal and reconstruction having altered much of the present housing stock. Other land development has followed a pattern established by these key considerations.

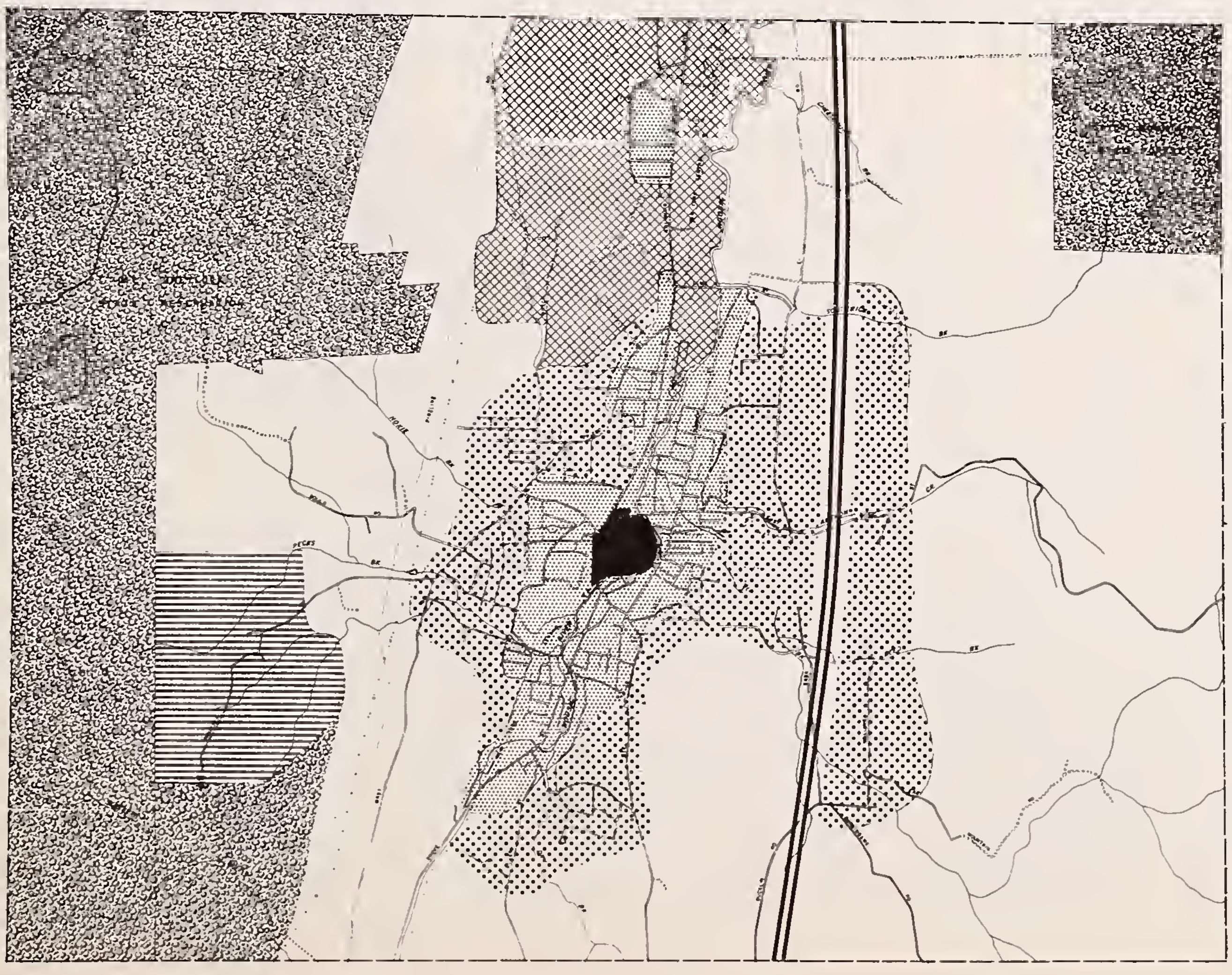
We call this the best plan because we believe that a strong and well-designed renewal program can accomplish much in bringing better living conditions to Adams residents; because we believe that major Saddleball development can bring economic and social benefit to the town; because we believe that no other highway configuration imaginable can so well serve the entire town, servicing (and making more feasible) Saddleball development, plus the attractive eastern "plateau", plus the valley area as well.

That is the future we would recommend, and would like to see. On the other hand, we would think it unwise to base local policy decisions exclusively on that plan, since it shows a future not very likely to happen. For example, a highway crossing the valley is unlikely to be built, since it is surely more costly than several alternatives. In our estimate, in fact, this overall plan has one chance in twenty of actually happening, no matter what local actions are taken to try to achieve it. Any decisions about, say, local road improvement, which depend crucially upon this plan actually materializing as shown would be very risky.

PREFERRED AND LIKELY FUTURES



FIRST CHOICE FUTURE



MOST LIKELY FUTURE

▤ HIGH DENSITY RES.

▒ MEDIUM DENSITY RES.

☐ LOW DENSITY RES.

■ CENTRAL RENEWAL

▩ INDUSTRIAL

▦ PUBLIC OPEN SPACE

▤ SADDLEBALL

N

ADAMS MASS

HERR ASSOCIATES

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SCALE IN MILES

MARCH, 1970
SOURCE: PBH B A STUDIES

The map of "Most Likely Future" illustrates the most probable future which we could draw. It is just like "First Choice Future" except for the Route 8 location, here shown to be on the east side of the valley, entering Adams near Bucklin Road, then parallelling East Road. This highway location isn't as good for Adams as is the valley crossing route, but is more likely to be built. By our estimate, this plan has about one chance in nine of being accomplished, making it twice as likely as our preferred plan, and therefore a possibility that any local decisions now being made must take account of, just as they must take account of the earlier scheme, because it is "best". This too is a good scheme, but because Saddleball is less well served, not as good as the best.

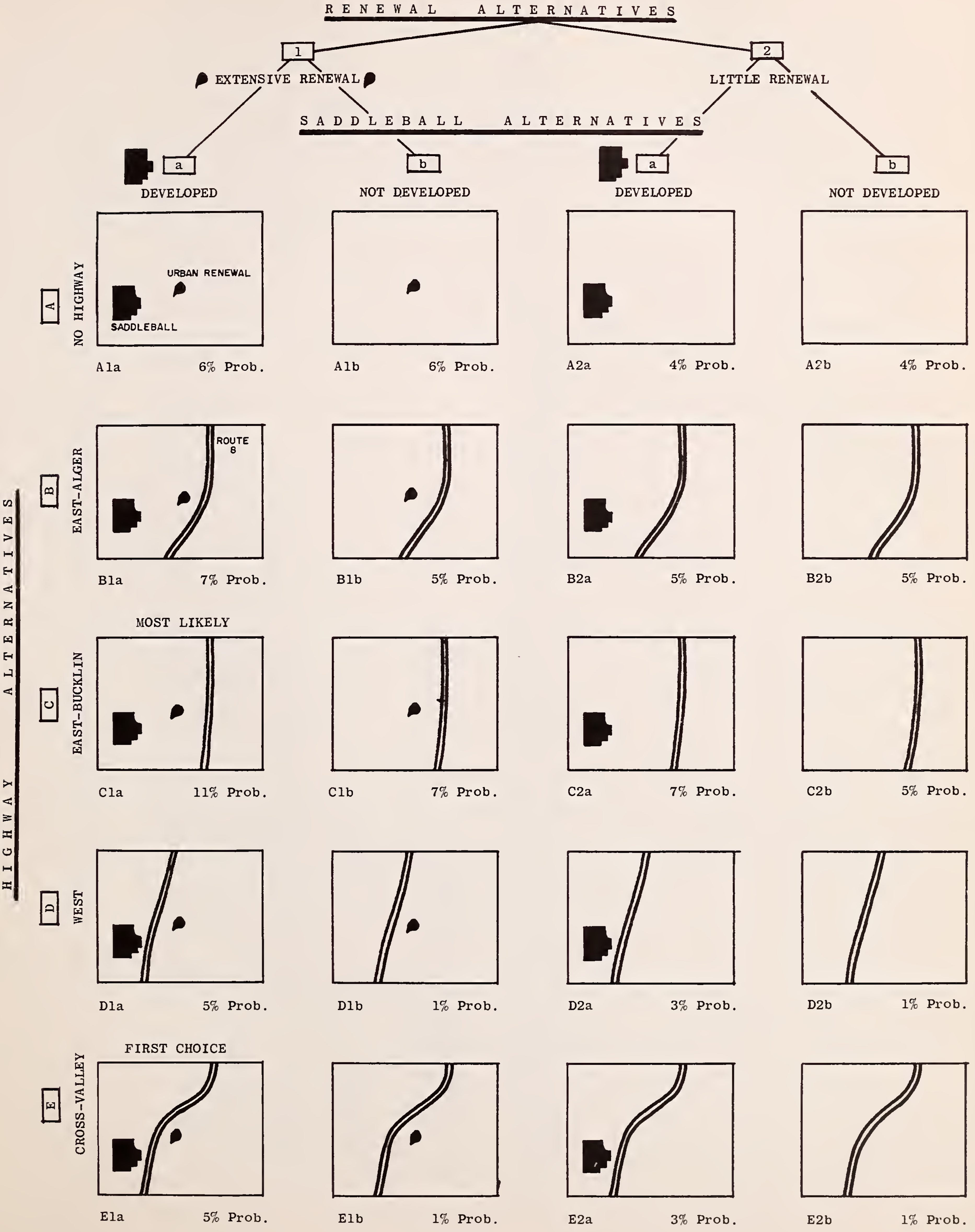
Similarly, present planning cannot ignore two possibilities with respect to Saddleball - it might be intensively developed, but there is a good possibility that it won't be, or that it won't be for many many years. Finally, present planning cannot ignore two possibilities with respect to the center of the town. Extensive renewal is quite likely, but far from certain. Plans made prior to final federal approval for renewal should not ignore the substantial possibility that federal funds or approval will be lacking, or that federal programs will change, or even that the town itself will reject renewal.

To be reasonably sure of considering all future possibilities, then, current plans must allow for alternative possibilities for renewal, Saddleball, and Route 8, none of which alternatives can be precluded by purely local efforts, and therefor all of which must be included as something which might happen no matter which long-range plan the town prefers.

The full array of future possibilities is illustrated in the diagram with twenty plans, none of which can safely be ignored, and none of which can be precluded through local action. Any present decision which is made locally should be such that it is reasonable no matter which of these twenty alternative futures occurs. If that isn't possible, then the decision should be delayed until outside agencies have made some of the decisions which split Adams' future into twenty parts. If that also isn't possible, then the present decision should be made in full recognition of the consequent risks, costs, and gains. That is the function of this plan: to better inform the decisions which are now being made through exploring their long-range consequences, and devising strategies over time and space so as to reduce the "error costs" of a future whose only predictable characteristic is that it is largely unpredictable. At this time in Adams (and this isn't unusual), that can't be done by drawing a picture of a single long range future, pretending that if we want it enough we can achieve it. Such a plan would likely be invalid shortly after its completion, whereas by making the effort to consider a more complex future or range of futures, these planning efforts should prove useful for a longer period of time.

ADAMS ALTERNATIVE FUTURES

MARCH, 1970



JUDGED PROBABILITIES (CHANCES IN 100 OF ACTUALLY OCCURING) AS SHOWN ON:

	Drawing Number																			
	A1a	A1b	A2a	A2b	B1a	B1b	B2a	B2b	C1a	C1b	C2a	C2b	D1a	D1b	D2a	D2b	E1a	E1b	E2a	E2b
ROUTE 8*	20	20	20	20	20	20	20	20	30	30	30	30	10	10	10	10	10	10	10	10
SADDLEBALL**	50	50	50	50	60	40	60	40	60	40	60	40	80	20	80	20	80	20	80	20
RENEWAL	60	60	40	40	60	60	40	40	60	60	40	40	60	60	40	40	60	60	40	40
OVERALL	6	6	4	4	7	5	5	5	11	7	7	5	5	1	3	1	5	1	3	1

* 0.1 Probability also assigned to "none of these".

** Given Route 8 as shown

Probabilities assigned are purely judgmental: readers are invited to alter them to their own satisfaction. Saddleball probability was judged to be dependent upon the Route 8 outcome, but Route 8 and Renewal were judged to have independent probabilities.

Fortunately, at least some things about the town can be predicted with reasonable certainty. The population of Adams has barely changed in this century, and isn't likely to radically change in the forseeable future. The town's economic support has been gradually shifting from local industries to commuting, a trend almost certain to continue at a more or less rapid pace depending upon whether and when Route 8 is built, and upon how much employment is locally developed from tourism.

By 1985, no matter how large renewal efforts may be made, most of the homes people will be living in will be the ones now existing. Most of the streets will be present streets. New development will for the most part take place in the relatively small fraction of the town which isn't too high or too steep. No one is going to radically alter the town's geology.

We will expect government to do more for us, so taxes will be higher, but likely be collected in a different way than at present. Families will be smaller, but not much smaller. Age structure will change relatively little, and parents won't understand their children. Electronics and rapid transportation will reduce the differences between living in Adams and living in a big metropolitan area, but differences will still exist, conditioning the kind of people who will choose Adams as a place to live.

It is also fortunate that the differences among the twenty futures outlined don't affect all decisions, many of which depend only upon those aspects of the future which are reasonably predictable. For example, the kind and sizes of new schools required won't be much different no matter which of the 20 futures in fact occurs. The best school locations, however, depend crucially upon future alternatives, so we must consider all of them.

This, then, is the general view of the future to which all parts of the Master Plan dealing with public investments, land regulation, and development will be keyed. This way of looking at the future isn't easy, but to take a less complex approach would be to oversimplify, and beg the responsibility of any planning effort to deal intelligently with future uncertainty.

TAX BASE ANALYSIS

Adams Planning Board
October, 1968 Revised March, 1970

The purpose of this study is to provide perspective regarding the community's tax position and its ability to undertake new municipally-financed efforts. To do this, a brief look is made at the state and national tax pictures to which local taxes must relate; comparisons are drawn between Adams and other communities; trends over time are noted; and the current local situation is then examined in further detail.

The study reveals clearly that Adams is in no sense unique, but rather is following a pattern which holds true for most communities in Massachusetts and in most urban states, a pattern which places municipalities in an extremely difficult, but not hopeless, fiscal position.

STATE AND NATIONAL CONTEXT

Much of the material which provides this look at state and national figures is abstracted from "Massachusetts Tax Primer", an excellent 1968 publication of the Massachusetts Taxpayers Foundation, obtainable from them and well worth reading in its entirety.

In 1968, personal income in Massachusetts will be about $20 billion. Of this, $4.7 billion will go in taxes to the federal government, $1.1 billion to the Commonwealth, and $1.3 billion to local taxes. Thus, well over 1/3 of personal income will go for taxes, a small but growing component of which are locally imposed. Between 1950 and 1965, federal taxes per capita about doubled, while state and local taxes per capita increased 2½ times. Interestingly, across the nation local taxes per capita increased 2.52 times between 1950 and 1965;[1] in Adams they increased 2.49 times, almost precisely the same amount. 1965 local taxes per capita were about $131[2] nationally,

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1. Herr Assoc. computation from U.S. Dept. of Commerce, Pocket Data Book, U.S.A. 1967.
2. Ibid

$175[3] in Massachusetts, and $112 in Adams.

Combined state and local taxes are high in Massachusetts in comparison with other states, with only about four states having heavier per capita levies. However, the range of interstate variation is declining, so that Massachusetts taxes now exceed the national average by only about 15% in contrast with a 40% margin in the early 30's.[4] Tax variations are a direct reflection of expenditure variations-a relatively large amount is spent for public services in Massachusetts.

An unusually large share of the state-local total of taxes has, in the past, been raised by the towns in Massachusetts. With the state take-over of welfare, this will shift, leaving the state about average in this respect.

Since most non-federal taxes are being raised by the municipalities, the prime local tax base-taxable property-becomes the prime source for state-local taxes combined. As a result, the strain on this one source is heavy annual property taxes running in excess of 4% of true value statewide, a rate believed to be the highest in the nation (the Adams rate in 1967 was about 3.6%, in 1968 will be over 4% of true value)*. The average rate is rising despite the sales tax, which had been hoped to be a stabilizing influence.

Across the nation, about 60% of the assessed valuation of taxable property is residential. In Massachusetts, the figure is just under 70%, in Adams is about 75%. In other words, the homeowner carries an unusually large share of this unusually large tax burden in Massachusetts; in Adams, the burden is lower than statewide, but the resident's share is higher; the fiscal "strain" is therefor probably about average in Adams.

The direction of public finance over the next decade is likely to be one of increasing dependance on state tax sources. Federal rates probably will not substantially rise, local rates hardly can do so. The example of state assumption of welfare administration and costs is likely to be repeated in other areas as well, but leaving local finance still in crisis.

3. Ibid
4. Massachusetts Taxpayers Foundation, Op cit.

* 4.3% in 1969.

TABLE I
Taxable Real Estate
(Percentage)

	Adams, 1968	Massachusetts 1966	U.S. 1966
Residential, farms, vacant, misc.	77.0	73.4	75.2
Commercial	7.5	19.0	24.8
Industrial	11.6	7.7	
Utilities	3.9	*	*
TOTAL	100.0	100.0	100.0

* Included in one of above categories

SOURCES: U.S. Massachusetts - Mass. Taxpayers Foundation
Adams - PBH &A tabulation from Assessor's records

COMMUNITY COMPARISONS

Adams has been examined in comparison with two groups of communities, its nearby neighbors and a set of similarly structured communities scattered across Massachusetts. Nearby communities are those with which residents usually draw comparisons, but in this case comparisons are of limited value because of the wide variations in community type. Supplementing by comparison with other Massachusetts industrial towns allows broader perspective. (See Table 2).

Tax rates are compared on an "equalized" basis, as if all towns assessed all property at full value. On this basis, the Adams rate is lower than the statewide average, falls in the middle of rates found among neighbors, and falls in the middle of rates found among similar communities. Looking at taxes on a per capita basis yields similar results, with the Adams rate a little lower than average for both groups.

This somewhat comfortable relative position has not been gained by excessively mortgaging the future through borrowing. Municipal debt in Adams equaled about 1½% of assessed valuations at full market value, lower than average for either neighboring towns or for industrial towns generally. (New regional school debt substantially raises this)

On the other hand, the resources with which to pay taxes are not strong in Adams, basically because incomes are not high, non-residential development is not heavy, and therefor taxable property values are not high. Despite this, property taxes in relation to income aren't particularly burdensome in Adams compared with other communities; they are well below average for either the immediate region or for comparable industrial towns just as they have been for at least a decade, although they are rising relative to income faster locally than in most communities compared.

We have earlier mentioned that an unusually large share of the total tax burden is shouldered by residents in Adams. This means that any given "per capita" tax level really means a higher average residential tax bill in Adams than in the typical community. Considering that, it is fair to conclude that the burden of taxation on residents of Adams is about average for towns in its vicinity or for similarly structured towns. The entire comparison effort in fact fails to reveal any respect in which Adams strongly differs from "average" fiscal conditions, but rather the town emerges characterized as handling municipal finance a little more conservatively than most, but the differences are small and diminishing.

Comparing how towns spend money reveals few cases where Adams differs from the norm. (See Table 3) Adams expenditures are tiny for public service enterprises (municipal water, electricity, etc.) because of the A.F.D. Expenditures are lower per capita for public

TABLE 2
Community Comparisons

				Taxes as % of Income	
	1969 Equalized Tax Rate	1967 Per Capita Tax	1967 Debt Ratio	1967	% Increase 1959-1967
ADAMS	43.00	128.50	1.4	5.9	44
NEIGHBORS					
Cheshire	32.40	121.50	3.8	-	-
N. Adams	52.10	174.80	7.6	7.8	34
Pittsfield	49.50	213.60	4.3	6.4	0
Williamstown	39.10	195.40	1.2	-	-
Average*	43.22	166.76	3.6	6.7	24
Adams Rank	3/5	4/5	4/5	3/5	-
INDUSTRIAL TOWNS**					
High	69.60	234.00	7.2	10.1	-
Low	27.30	107.30	0.1	5.2	-
Average*	45.61	148.00	2.4	6.4	19
Adams Rank	10/18	13/18	13/18	12/18	-

High rank=unfavorable position

* Not weighted for population
** Adams, Athol, Clinton, Franklin, Gardner, Greenfield, Hudson, Mansfield, Maynard, Milford, Montague, North Adams, Northbridge, Orange, Oxford, Plymouth, Southbridge, Webster.

SOURCE: PBH & A calculations from U. S. Census of Population, Mass. Federation of Taxpayers, "Affairs of State", October, 1967, and October, 1969.

TABLE 3
1967 Per Capita Expenditures - Industrial Towns

	Per Capita Expenditure Total	General Government	Public Safety	Health & Sanitation	Highways	Public Assist & Vet's Ser.
ADAMS	243.90	6.70	13.30	9.00	9.00	43.20
ATHOL	262.00	8.40	25.00	11.30	11.30	47.30
HUDSON	345.30	11.30	27.00	9.30	9.30	25.70
MANSFIELD	423.70	9.60	28.60	36.00	36.00	38.20
MAYNARD	292.20	8.60	23.70	13.80	13.80	38.90
NORTHBRIDGE	242.30	5.20	17.20	6.30	6.30	50.20
ORANGE	290.90	7.60	16.10	3.70	3.70	66.40
PLYMOUTH	422.50	12.80	47.30	9.90	9.90	87.50
SOUTHBRIDGE	220.90	7.10	29.80	3.40	3.40	53.40
WEBSTER	287.90	9.10	44.20	10.80	10.80	59.10
AVERAGE	303.10	8.60	27.20	11.30	21.40	50.90

(Continued next page)

TABLE 3 (Continued)
1967 Per Capita Expenditures

	Schools	Libraries	Recreation	Pensions & Unclass	Pub. Ser. Expend.	Inter. & Debt
ADAMS	117.70	2.60	2.70	9.50	4.00	6.80
ATHOL	119.00	2.80	11.20	0.00	11.20	8.30
HUDSON	97.70	15.60	5.80	13.20	93.10	25.90
MANSFIELD	148.90	3.10	1.60	10.20	94.10	19.50
MAYNARD	117.60	2.30	1.00	8.90	22.20	27.00
NORTHBRIDGE	102.80	2.50	2.10	8.00	7.50	17.00
ORANGE	139.80	2.90	1.00	7.00	13.50	2.80
PLYMOUTH	148.40	4.80	8.60	16.50	26.50	13.00
SOUTHBRIDGE	78.00	12.00	1.50	9.50	0.70	6.60
WEBSTER	84.10	3.00	1.70	9.40	12.90	16.90
AVERAGE	115.40	5.10	3.70	9.20	28.50	14.10

Source: Bureau of Government Research U. Mass., "Massachusetts Town Expenditures, 1967", Amherst, 1968

TABLE 4
School Finance - Industrial Towns

	1967-1968 Local Cont. Rate	1967-1968 Per Pupil Cost	1966-1967 "Index of Effort"
Adams	382.43	468.24	3.53
Athol	392.99	430.97	N.A.
Clinton	503.30	518.44	3.36
Franklin	429.23	468.38	3.81
Gardner	446.37	466.51	2.70
Greenfield	509.51	558.34	2.50
Hudson	346.86	368.73	2.49
Mansfield	459.67	490.49	3.08
Maynard	508.28	527.99	2.13
Milford	425.62	442.72	2.05
Montague	371.05	409.81	2.59
N. Adams	476.72	544.87	3.46
Northbridge	465.90	507.86	2.64
Orange	379.27	503.12	N.A.
Oxford	354.11	380.41	N.A.
Plymouth	476.59	544.22	N.A.
Southbridge	312.65	542.73	2.48
Webster	380.73	445.49	N.A.
Average	423.40	478.85	2.83

TABLE 4 (Continued)
School Finance - Neighbors

	1967-1968 Local Cont. Rate	1967-1968 Total Per Pupil Cost	1966-1967 "Index of Effort"
Adams	382.34	468.24	3.53
Cheshire	480.52	566.30	-
N. Adams	476.72	544.87	3.46
Pittsfield	452.68	534.00	2.43
Williamstown	483.76	535.72	-
Average	473.20	529.82	3.14
State	476.73	535.03	

SOURCES: Local Cont., Rate, per pupil Cost - Comm. of Mass., "Comparable District Data, 1967-1968".
Index of Effort - Boston Globe, March 17, 1968.

safety in Adams than in any other town compared, but fire protection is not a municipal expense in Adams as it is in the other towns. Expenditures per capita are below the average for the comparative set of towns in all but one major category, education, and there the difference from average is small. The local municipal frugality revealed by these comparisons clearly applies straight across the board, not affecting only a few key departments.

By far the biggest public expenditure is for schools, so it is worth some examination. School expenditures in Adams in 1965 were $87.80 per capita, compared with an average of $98.26 for the comparison communities. Some of this difference is attributable to relatively low public school enrollment ratios in Adams. Expenditure per pupil in 1967-1968 was $468, against a group average of $479, a difference of only 2%. (See Table 4) The net local contribution to education per public school pupil (net average enrollment) was $382, 11% below the group average of $423. Clearly, school costs have risen at a remarkable rate locally, but they still are far from abnormally high; by these measures even in 1968 they are in all likelihood somewhat lower than average.

An "Index of Local Effort" has been computed by others, using school expenditures, school enrollments, and equalized valuations. Effort indices range from a high in Boston of 4.56 (spending a great deal relative to resources) to a low of 0.69 in Nantucket (extremely frugal). The Adams index is 3.53, against a statewide average of 2.67, suggesting that all things considered, a fair, but not extraordinary effort in being made locally to support quality education.[5]

TRENDS

Until recent years the Adams Annual Report included a graphic "tax dollar" split to show where it goes. Table 5 does the same thing in up to date tabular form, allowing comparisons over a decade. The pattern of change is strikingly simple. The cost of schools and, until 1968, of public welfare have claimed a larger share of the dollar, while all other costs have had to settle for a smaller share. Neither school nor welfare costs are really controllable by the town meeting. It is generally supposed that this is the underlying causal factor behind the pattern of change, true elsewhere as much as in Adams, but there is room to wonder whether in fact the value we place on education has not changed more over the years than has the value we place on, say, well-maintained roads.

[5] Boston Globe, March 17, 1968.

TABLE 5
Actual Town Expenditures-Cents per tax dollar

	1957	1962	1967	1968
General Government	4 1/2	4	2 3/4	2 3/4
Protection	8 1/2	7 1/2	5 1/2	5 1/2
Health & Sanitation	5 1/2	4 1/2	3 3/4	7 1/2
Highways	9 3/4	9 3/4	8 3/4	8 1/2
Public Welfare	14 1/4	13	14 3/4	9 3/4
Vets Benefits	2 1/2	3	1 1/2	1
Schools	37 1/2	42 3/4	49 1/2	51
Library	1 1/2	1 1/2	1	1
Recreation	1 1/2	1 1/2	1	1
Pensions	1 1/4	2 1/2	2 1/4	2
Unclassified	1 1/2	3/4	1	4 1/2
Insurance	1 3/4	1	3/4	1/2
Cemeteries	4	2	1 3/4	1 1/2
Interest	1 1/2	1	3/4	1/2
Indebtedness	4 1/2	5 1/2	2	1 3/4
State Assessments	-	-	1/2	1/2
TOTAL	100	100	100	100

SOURCE: PBH & A calculations from Adams Annual Reports

The sources of income tabulated in Table 6 are more stable, with proportionate shares of revenue not changing significantly. Revenue from "other governments" has grown, spurred not only by increased state and federal aid, but also by such items as tuition income from other towns. The basic source of local revenue remains property taxes, stable at about 50% of local revenue, a low figure in comparison with other communities we have analysed.

Table 7 examines the same trends from the perspective of the Assessors, who compute the necessary tax rate. "Town Appropriations" are the outlays decided on at town meetings. "Overlay" is an allowance for abatements. "Other Appropriations" covers state assessments and other charges locally financed but not locally controlled. The sum of those three is Gross Appropriations. "Estimated Receipts" is an estimate of non-property tax receipts. "Available funds" are funds accumulated the previous year applied by the town meeting to meet this year's costs. The "Net Tax Levy" is gross appropriations minus Estimated Receipts and Available Funds, or the amount remaining which must be raised through property taxes. That amount, divided by Assessed Valuation, equals the tax rate (in dollars per dollar, usually multiplied by 1,000).

To an eye accustomed to examining such tabulations the only unusual figure in Adams is the virtually stable level of assessed valuations, which have apparently increased only a few percent in a decade (obscured by 1965 reevaluation). Even in stable or slowly declining communities, some growth in assessments is expected, if nothing else reflecting inflation. Huge growth in the Overlay and in Other Appropriations is normal, as is a rate of growth in Estimated Receipts lower than growth in appropriations.

COST/REVENUE ANALYSIS

It is of some interest to analyse the balance between tax revenues paid by homeowners, merchants, and manufacturers and the costs of providing municipal services to those persons and firms. A great deal of caution is called for in interpreting such analyses and in developing policies from them, but with such caution, they are a useful tool.

Table 8 is an allocation of the portion of the 1967 costs of schools, welfare and highways carried by local taxes, after state reimbursements and other attributable income. The other categories summed together in "Miscellaneous" are each much smaller than the smallest individual category, highways, handled separately.

TABLE 6
Municipal Revenue Sources

	1957 $	%	1962 $	%	1967 $	%	1968 $	%
Property Taxes	690,700	50	1,083,300	51	1,537,800	48	1,818,900	51
Other Governments	514,600	37	773,100	36	1,265,500	39	1,370,800	38
Motor Vehicle Excise	105,900	8	169,100	8	238,800	7	225,900	6
All Other	72,900	5	105,100	5	200,700	6	165,300	5
TOTAL	1,384,100	100	2,130,600	100	3,242,800	100	3,580,900	100

SOURCE: PBH & A calculations from Adams Annual Reports.

TABLE 7
Adams Fiscal Trends
Dollars (x1000)

	Town Approp.	Overlay	Other Approp.	Gross Approp.	Est. Receipts	Avail. Funds	Net Tax Levy	Poll Tax	Assessed Value	Tax Rate
1957	1,255	19	76	1,350	482	159	708	8	12,954	54
1958	1,478	20	95	1,593	498	312	784	8	12,931	60
1959	1,474	21	97	1,592	570	161	862	8	12,754	67
1960	1,494	21	95	1,612	580	157	875	8	12,750	68
1961	1,673	25	110	1,809	625	189	995	8	12,653	78
1962	1,783	36	123	1,942	688	132	1,123	8	12,816	87
1963	1,879	38	102	2,019	693	172	1,155	8	12,886	89
1964	2,010	116	106	2,242	754	180	1,307	-	12,944	101
1965	2,262	69	99	2,431	816	196	1,419	-	44,342	32
1966	2,371	90	118	2,579	1,071	147	1,361	-	45,352	30
1967	2,694	145	127	2,966	1,168	167	1,631	-	45,318	36
1968	3,019	175	201	3,395	1,212	214	1,968	-	45,773	43

SOURCE: Assessor's Records

TABLE 8
1967 Costs Covered By Taxes

	Schools	Welfare	Highways	Misc.	Total
Operating Cost	1,495,000	548,000	262,000	749,000	3,054,000
Capital Cost	45,000	0	0	17,000	62,000
Reimbursements & Income	559,000	400,000	114,000	171,000	1,244,000
Net Cost	981,000	148,000	148,000	595,000	1,872,000

SOURCE: Adams Annual Report

TABLE 9
1967 Tax Income ($1,000's)

Class of Property	Real Prop. Value	Personal Property	Total Prop.	Prop. Tax	Motor Excise	Total Taxes
Residential	35,286	0	35,286	1,256	216	1,472
Commercial	2,352	1,064	3,416	122	22	144
Industrial	2,450	1,064	5,314	189	3	192
Utilities	203	1,602	1,805	64	0	64
Exempt	7,345	0	7,345	0	0	0
TOTALS	49,436	3,730	53,166	1,631	241	1,877

SOURCE: PBH & A Analysis of assessor's records.

Table 9 is a tabulation of where the income came from to meet those costs, splitting income by source. 1968 assessors records were tabulated in detail, and used as a basis for estimating the 1967 distribution. Both Table 7 and Table 8 are based on readily ascertainable data, so should be quite accurate.

Table 10 divides the costs found in Table 8 into the categories of land use used in Table 9. This is not a precise exercise, but one with supportable general conclusions. Some say that commerce and industry benefit from local schools, and therefore part of school costs should be allocated to them, but if there were no commerce or industry in Adams, school costs would remain, so we choose to assign their costs 100% to residential development. Welfare follows the same logic. Highway costs were distributed based on motor vehicle registrations, location of various activities (most local industry is located on state-maintained highways), and judgment. "Miscellaneous" was similarly analysed. Anyone who wishes to do so is welcome to reallocate these costs on their own rationale, for there are no set rules for doing it.

Costs were then subtracted from revenues, leaving a balance for each category of land use. As usual, residential property pays less in taxes than it costs to service, with a "deficit" of about $50 per dwelling unit. Over half of the deficit is "subsidized" by industry, the other half by commerce and utilities.

We have made similar analyses for a number of other communities, none exactly comparable with Adams, but providing some basis for conclusions. A "deficit" of $50 per dwelling is low. In other industrial towns, we have found it to be near $100, on Cape Cod we have found a deficit near $200 per year-round dwelling. This simply confirms in another way the earlier observation that residences carry an unusually large share of the tax burden in Adams.

Commerce makes relatively little net contribution through taxes in Adams because there is relatively little of it. Some industrial towns tax their industry so lightly that it little more than covers its own costs: clearly that is not the case in Adams. Utility net contribution is about as expected in a town with 100% valuations (it is higher in towns with lower assessment ratios).

It is usually true that new houses, unless of very high value, cost a town more to serve than they pay in taxes, prompting such local practices as large-lot zoning to force up housing costs, zoning huge areas for industry, excluding residences, etc. In Adams, it appears that this would not be a wise policy, for in Adams the premise is untrue. Any one paying much over $400 per year in direct taxes is paying about what the average home costs to service.

TABLE 10
Costs and Revenues - 1967

	COSTS ($1,000's) Schools	Welfare	Hywys.	Misc.	Total Costs	Total Taxes	Taxes Minus Costs
Resident	981	149	119	425	1,674	1,472	-202
Commercial	0	0	15	60	75	144	69
Industrial	0	0	7	60*	67	192	125
Utilities	0	0	3	10	13	64	51
Exempt	0	0	3	40	43	-	-43
TOTALS	981	149	147	595	1,872	1,872	0

SOURCES: Tables 8 and 9 and PBH & A Estimates

*This could increase sharply in the future for anti-pollution costs.

New home service costs are more than "average" because of having more children than average, but by the time excise taxes and indirect tax support through supporting commerce are considered, it is probable that, on average, new homes in Adams just about pay their way though any claim that they bring large tax benefit would also be misleading.

CONCLUSIONS

Misery loves company: Adams can take compfort in having lots of company in its tax situation. The cost of service, especially schools, has been rapidly rising, rising far more rapidly than assessments or state and federal aid. The result has been a surging tax rate, which is inconvenient for everyone, and a hardship for some.

The rise has not been unusual, and it is not attributable to unusually large expenditures in any department. The resulting tax rate and taxes per capita are at a moderate level relative to other communities, but may hurt more in Adams than in many other places because the rate of increase has been a little higher locally than in most other places, and because the town lacks the usual extent of non-residential property to help carry the burden.

Implications for policy are not dramatic or surprising. Quality development of any kind, residential or business, will help ease the tax situation, and from that point of view deserves encouragement. Of particular value is business development: retailing, manufacturing, or recreation and tourist services.

Serious though the tax picture is, it does not justify extraordinary measures or postponement of needed capital improvements, for others already manage a heavier burden successfully, and as time goes on Adams undoubtedly will also learn to accept even higher rates. Real solutions to the dilemma lie outside of Adams, in fiscal change at state and federal levels, either returning taxes to localities, or making it feasible for them to draw on a broader and more equitable tax base than property valuations.

FUTURE LAND USE

Adams Planning Board
October, 1969 Revised March, 1970

In an earlier report[1] to the Planning Board, we explained that future land use in Adams might take any of several shapes. It was indicated that the major things determining which shape would ultimately develop were Phase II Renewal, Saddleball development and the new Route 8 location. Unfortunately, decisions concerning the outcome of these influences on town development will be made largely by persons outside of Adams and the town can't do much more than be prepared for any or all of them.

Nevertheless, there will be a sizable number of decisions made right in Adams that will significantly affect the town's spatial pattern of activities and over which public influence can be exerted. It is within this realm that future land use planning in the town may have its greatest relevance.

POPULATION

The Adams population over the last several decades has remained virtually constant, with only 155 fewer persons in 1965 than there were in 1935. There is little reason to believe that the future will bring any radical departures from this trend, although the realization of one or more of the developmental variables discussed earlier could bring about a somewhat larger resident population.

TABLE 1 - ADAMS POPULATION

YEAR	POPULATION	
	Actual	Forecast
1935	12,858	
1940	12,608	
1945	12,724	
1950	12,034	
1955	12,789	
1960	12,391	
1965	12,703	
1985		12,000 low 15,000 high

Source: 1935-65 Commonwealth of Massachusetts, the Decennial Census, 1965. **1985 PBH & A estimates.**

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[1] "A Framework for Decisions," Herr Associates, Jan. 1969.

GROWTH PROSPECTS

Table 1 indicates that by 1985 we might expect the town's population to vary from a low of 12,000 to a high of 15,000. The low forecast reflects a scenario where development potential is not realized and the town follows a course in which the older housing stock continues to deteriorate with only small incremental gains in new housing. Such a situation would probably be characterized by a continuing out-migration of younger persons who have been raised in Adams, with at best, a small net in-migration in the adult population.

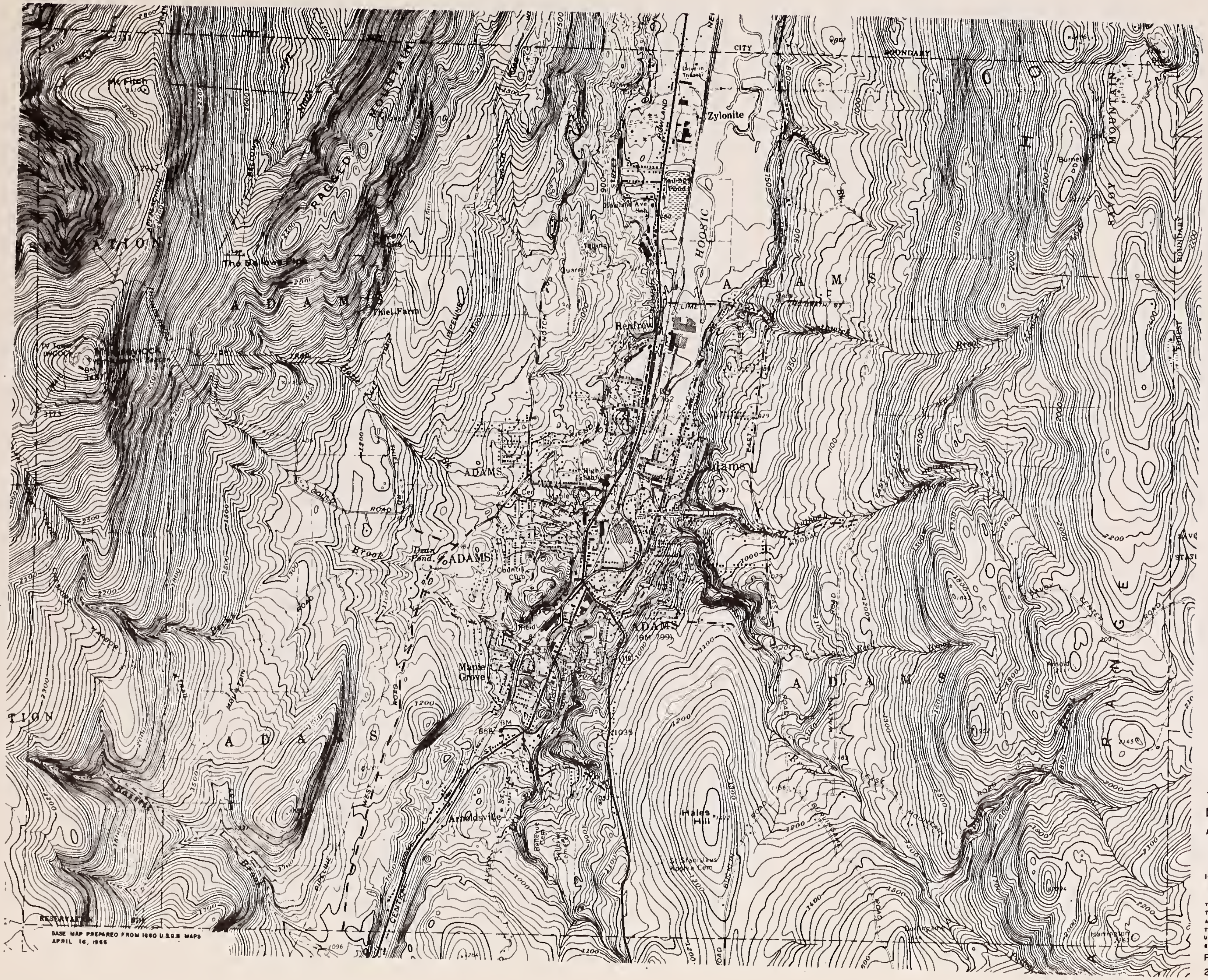
The high forecast of 15,000 persons by 1985 appears to be optimistic, given past trends, but is certainly reasonable if several developmental possibilities, heretofore only discussed, reach fruition. Among them would probably be development of Saddleball and environs for combined recreational/residential use; construction of a new Route 8, making commutation to and from Adams more convenient; redevelopment of the town center, a major part of which would be housing; development of the Hoosac River flood plain in the northern part of town, particularly for industry; and construction of new housing on the periphery of the town, in response to new jobs and the increased attractiveness of living in Adams.

It is improbable that either of these two extremes of growth for Adams will, in fact, occur. It is more likely that the future will fall somewhere in between, with the young continuing to leave after their secondary schooling, housing conditions getting better but only slightly, and some new development taking place, including at Saddleball, downtown and on the periphery of the town, but not a large amount.

LAND REQUIREMENTS

The several growth patterns that have been just described for Adams can be translated into forecasts of future land use. Table 2 shows the distribution of land uses in 1985 for what would appear to be at present the extreme cases of low and high growth. The variations in these two land use growth rates result from (1) population forecasts of 12,000 and 15,000 respectively and (2) differing forecasts of densities of activity for each of the various land uses. As indicated above, it is likely that land use in Adams in 1985 will fall somewhere in between these low and high forecasts.

TOPOGRAPHY



BASE MAP PREPARED FROM 1960 U.S.G.S. MAPS
APRIL 16, 1966

ADAMS

MASSACHUSETTS
ADAMS PLANNING BOARD

N

10 ACRES

1600 0 1600 3200
SCALE IN FEET

THIS MAP WAS PREPARED FOR THE ADAMS PLANNING BOARD AND THE MASSACHUSETTS DEPARTMENT OF COMMERCE AND DEVELOPMENT AND WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701, OF THE HOUSING ACT OF 1954, AS AMENDED.

PHILIP B. HERR & ASSOCIATES
230 BOYLSTON ST. BOSTON, MASS. 02116

Residential density in Adams at present is about 27 persons per acre of residential land. In the future, it is probable that the density will drop to 25 persons per acre, or possibly even lower, as more housing is built on larger lots in previously undeveloped areas of town. Total land used for housing in 1985 is likely to approximate 20% more than is now so used.

TABLE 2 - EXISTING & FUTURE LAND USE

Use	1968 Existing Land Use		1985 Future Land Use			
			Low Growth		High Growth	
	Acres	% of Dev. Land	Acres	% of Dev. Land	Acres	% of Dev. Land
Residential	467	23.7	475	23.2	650	23.6
Commercial	96	4.9	100	4.9	175	6.4
Industrial	536	27.2	550	26.9	650	23.6
Institutional	114	5.8	125	6.1	175	6.4
Public	111	5.6	120	5.9	175	6.4
Utilities	337	17.1	350	17.1	450	16.3
Streets	310	15.7	325	15.9	475	17.3
Total Dev. Land	1,971	100.0	3,045	100.0	2,750	100.0
State Reservations & Watershed	3,228		3,250		3,400	
Vacant	9,536		9,440		8,585	
Total Land	14,735		14,735		14,735	

Source: PBH & A Survey, 1968.

The 96 acres of commercial land in Adams generated an estimated $12 million of retail sales in 1968.[2] This is equivalent to $125,000/acre of commercial land and $945/capita. By 1985, the sales/acre will probably drop to about $100,000 as the trend to lower density commercial activity continues, while the per capita sales could easily rise above $1000/year, as disposable incomes increase. Such an outcome would call for one-half again as much commercial space in 1985 as now exists.

Industrial land needs are much more difficult to determine than those for residential and commercial. It is conceivable that, even with a population growth to 15,000 in 1985, no more industrial space will be required if the new inhabitants either commute out of

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[2] Retail sales: 1958 ($10,430,000), 1963 ($11,119,000), 1968 ($12,270,000). Source: United States Censuses of Business, 1963, 1967 and PBH & A estimate.

town or are non-industrial workers. A more appropriate question is whether any new industrial land can be found in the town. At present, there doesn't appear to be much land available for industrial development on a large scale. However, reclamation of the land in the lower Hoosac River floodplain could measurably alter this situation.

Public and semi-public land uses as a group will expand as the population increases, although not in direct proportion. Institutional and public land needs will each approximate 50 more acres, while utilities might require a somewhat larger total. Streets will grow as the town grows, possibly needing up to 150 more acres.

Even if Adams attains its maximum growth forecast for 1985, total developed land in the town will still be less than the two other major categories of land - (1) state reservations and watershed and (2) vacant. Vacant land alone will still account for well over 60% of the town's land area in 1985.

LAND USE POLICY

Both public and private land development activities can be expected to take place in Adams irrespective of whether the town makes attempts to plan for them. A policy of deliberate land use planning seems to offer clear-cut advantages over a laissez-faire policy in that it could lead to a more pleasurable physical environment, to greater efficiency in the distribution of land uses and to a more effective utilization of public expenditures.

The achievement of these general objectives requires the establishment of a set of land use policies that can be used as a guide in the planning process. In an earlier report[3] to the Planning Board, we outlined a series of goals and policies that seemed to be in the best interests of Adams and consistent with thinking within the town. In slightly modified form, these same policies will be summarized here as they directly affect land use planning.

1) The existing general development pattern of the town should remain essentially the way it is today. Existing uses and densities should not be radically changed although a new Route 8, Saddleball development, central area renewal and development of

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[3] Goals for Adams, Herr Associates, May, 1969.

the Hoosac River flood-plain would alter somewhat the character of the respective lands on which they are located.

2) Conflicts among existing and new land uses should be kept to a minimum. New development, of whatever type, should be allowed only in areas where it will cause minimum disruptions of uses already existing.

3) Additions to and improvements in the towns' housing supply should be strongly encouraged. The lack of adequate housing, particularly for the elderly and for those of low income, should be eliminated and the existing variety of types of residential areas should be continued by making available areas for low-, medium- and high-density development.

4) Commercial and industrial development should be stimulated as a means for expanding the towns employment base and improving consumption opportunities for town residents. There is a large potential for commercial recreation activities at Saddleball and the possible flood protection along the Hoosac flood-plain may free sizable acreage for future industrial development.

5) Public utility extensions should be made to those areas where development potential will make possible an economic return that is appropriate to the expenditure. In effect, the extensions should be made incrementally to areas adjoining the existing systems, rather than attempting to serve areas substantially removed from the system.

6) A quantity and distribution of public facilities should be maintained that provides adequate service to all parts of town. In addition to the several utility networks, there should be a distribution of schools, playgrounds, open spaces and streets that, to the extent possible, avoids either underserving or over-serving any given part of town.

FUTURE LAND USE PLAN

The uncertainties involved in drawing a single future land use plan for Adams have already been discussed. Attempts by us to do so could rightly call for accusations of our engaging in crystal ball gazing or, at best, calculated speculation. Despite all of this, we have drawn such a plan and call it the "First Choice Future," which is our way of saying that this is the way we think Adams should look if it had virtual control over all future development decisions. Obviously the town does not have

control but it still can attempt to exercise its powers of persuasion where decisions are outside its control and to make sure that decisions within its control are appropriately considered and acted upon.

First Choice Future (see figure at pg. 1, "Framework for Decisions.")

The major outside developmental pressures now looming in Adams future could, if they reach fruition, all make positive contributions to the future growth of the town and, accordingly, they are all included in the first choice future.

The location of the new Route 8 has been in the crossover pattern, entering from the south along West Road, crossing Howland Avenue near the northern town boundary and then proceeding north into North Adams along East Road. Interchanges are located both at Saddleball and at Howland Avenue and offer added inducement to recreational development at Saddleball and industrial development in the no longer flood-prone flood-plain.

Saddleball has become a major regional outdoor sports center and it includes not only the long-discussed ski area, but year-round sports facilities and associated residential development. Highway access to the area has been improved, both from the central area of Adams and from the new Route 8, as traffic demands have increased markedly on the west side of town.

The central area of Adams has been changed substantially, with many of the deteriorating structures, both commercial and residential, being replaced. Taking their place are several new housing developments, interspersed with new and improved commercial buildings. Parking space has been added and most of the traffic is local in nature, with the long distance travelers now on the new Route 8.

A flood control project along the Hoosac River from Lime Street north to the North Adams city line has made it possible to rezone to industrial much of the area previously designated as flood-plain. This land is well-suited to industry for it has (1) nearby access to and visability from the new Route 8, (2) previously developed industrial areas as neighbors, (3) utility availability and (4) favorable topography. These factors have attracted several industrial firms whose operations have made positive contributions to the Adams' environment.

Additions and improvements to the housing inventory in Adams have occurred at a pace not seen in the town for many decades. Changes have taken place in four distinct categories:

1) much of the most seriously deteriorated and dilapidated housing in town has been removed;

2) older homes and apartments not removed have been rehabilitated;

3) new apartments, both in the central area and beyond, have been built; and

4) new single family homes have been developed on land previously farmed or not used at all.

Most Likely Future

As discussed earlier, the chance of all things happening in just the way we would like is not very great. More likely is a future a little less favorable than the above. Route 8 may well get built in a less attractive place or not for many many years. Flood control may prove unattainable because it would be designed to protect future, not present, investment. Renewal might bog down, as might leisure-time development (or rather stay bogged down). The most likely future, then, is one in which many but not all of the best-laid plans of Adams men are implemented. The difference in land use consumption or even pattern will be small.

THOROUGHFARE PLAN

Adams Planning Board
April, 1969 Revised March, 1970

The 1959 Adams Master Plan included a Circulation Plan, calling for a variety of improvements to both state and local roads.[1] The plan had as major premises that the entire central area of Adams would experience renewal, permitting major road improvements there, and that no major new alignments for any roads would be feasible in the near term, improvement being gained exclusively through incremental changes to existing roads (Bucklin, East and West roads). Neither of these premises today seem at all certain.

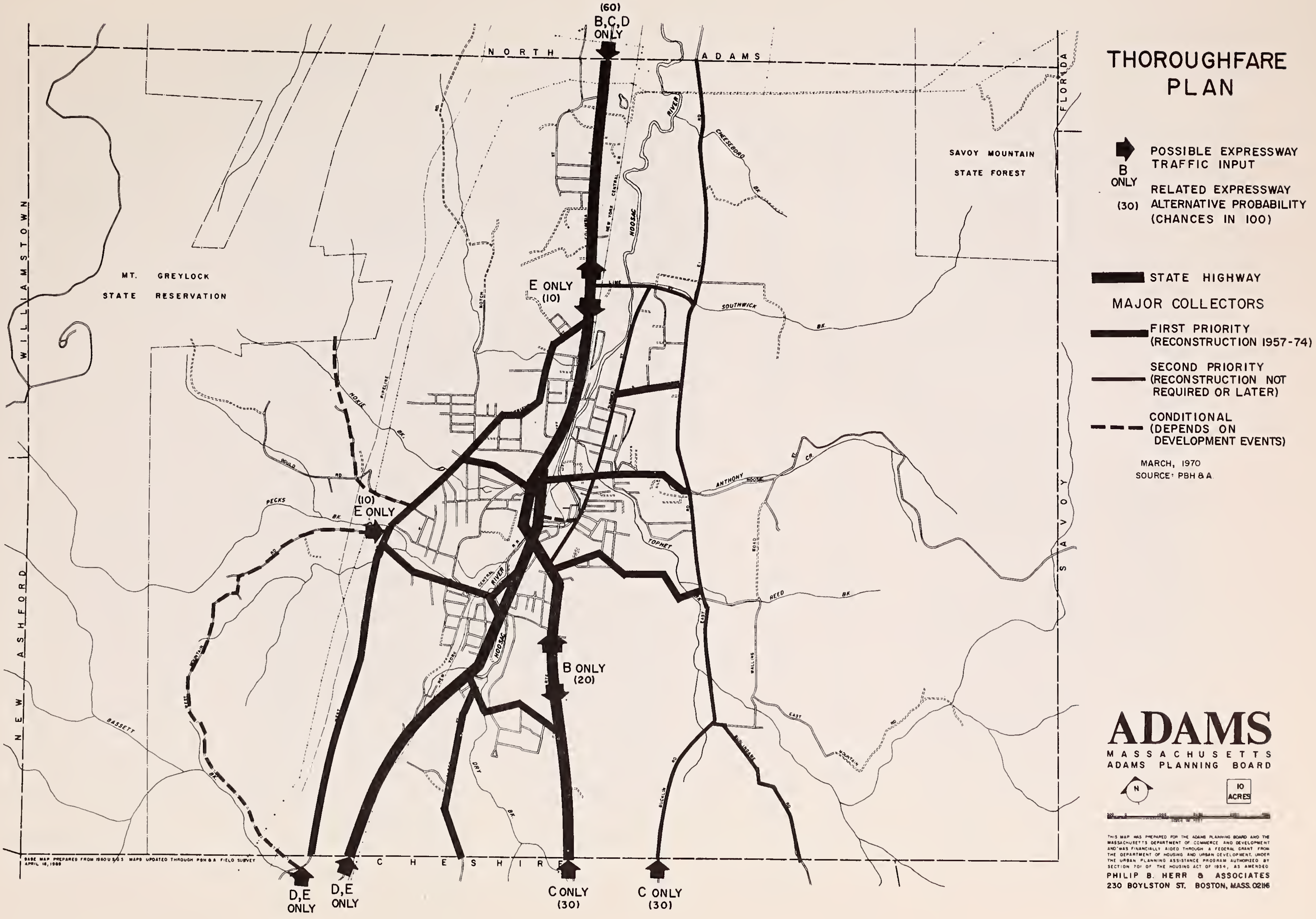
In 1964 the Circulation Plan was re-examined and updated,[2] but left virtually unchanged. One major new alignment was proposed, however, extending West Street west of the Renfrew District. Fewer road improvements were shown on the 1964 plan, perhaps recognizing the reality of slow improvements, perhaps only simplifying for emphasis.

The largest change since those two plans is the greater degree of seriousness with which a wholly realigned Route 8 is being considered, and the unexpectedly slow rate of renewal progress. It now appears that there is at least a good chance that the two earlier premises may prove invalid, that is, major new alignments may be possible, and renewal might not happen soon enough to provide timeful traffic relief. Accordingly, it is appropriate that the Circulation Plan once again be re-examined.

1. Technical Planning Associates, Inc., Master Plan for Adams, Massachusetts, New Haven, 1959.

2. Technical Planning Associates, Inc., "Adams, Massachusetts Circulation and Public Facilities Plan, Revisions of 1964", New Haven, 1964.

THOROUGHFARE PLAN



BASE MAP PREPARED FROM 1960 U.S.G.S. MAPS UPDATED THROUGH PBH & A FIELD SURVEY
APRIL 16, 1969

ADAMS

MASSACHUSETTS
ADAMS PLANNING BOARD

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PHILIP B. HERR & ASSOCIATES
230 BOYLSTON ST. BOSTON, MASS. 02116

LOCATION OF ROUTE 8

Relocation of Route 8 is the only major change to any state highway likely to fall within the time horizon of this study. Route 116, the only other state highway in the Town, is unlikely to command high enough priority for major revision for many years.

At this writing, the DPW is giving serious study to two alternative Route 8 locations, one east of the valley, somewhat east of East Road and then west of Bucklin Road, and one west of the town, near West Road, then west of Renfrew and the lime quarries. Both are high in the hills, near the 1200 foot elevation for much of their alignment. Neither route appears likely to afford direct access to any local road or land in the town, but would have interchanges only north and south of the town. Reasons given for no interchanges within Adams are:

1. Lack of topographically feasible sites for interchanges (though this could be overcome if other objections didn't exist).

2. Lack of adequate feeder roads or possible feeder roads, basically because of steep gradients on Fiske St., East Hoosack St. etc.

3. Lack of traffic demand sufficient to justify interchanges.

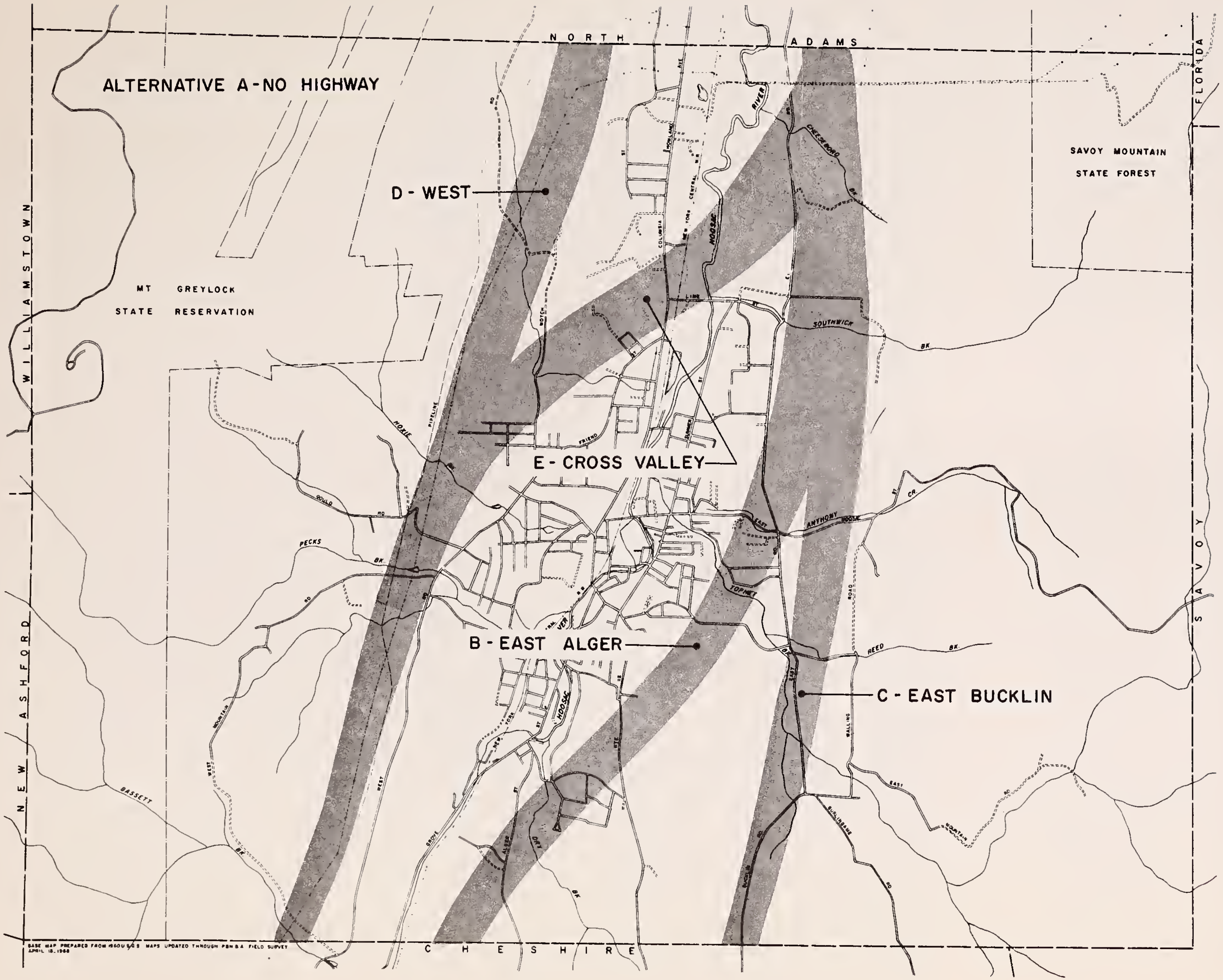
A variant of the east route was studied earlier, and although it would have permitted a route 116 interchange within the town, was criticized by ourselves and others locally for its impact on existing development, and is not now being actively studied. A fourth alternative, crossing from east to west near Renfrew, has been created by ourselves as an ideal route for local service, as it might include two interchanges within the town. A fifth alternative, always present, is no new route at all.

The difference between east and west alternatives, if in fact no access can be provided within the town, is small from the points of view of local traffic service and land development. Access from Adams to distant points would be improved by either road, but differential patterns of access within the town would be little altered. Access to the world from the east plateau of Adams would be only slightly raised relative to the west plateau by having a no-access road there, although the area's highway visibility would be improved. Highway visibility (without access) is unlikely to be an important asset for any type of development expected on the east side of town.

ROUTE 8
ALTERNATES

MARCH, 1970

SOURCE: MASSACHUSETTS D.P.W.
INFORMAL CONVERSATIONS



BASE MAP PREPARED FROM 1960 U.S.G.S. MAPS UPDATED THROUGH PBH&A FIELD SURVEY APRIL 18, 1968

ADAMS
MASSACHUSETTS
ADAMS PLANNING BOARD

N

10 ACRES

THIS MAP WAS PREPARED FOR THE ADAMS PLANNING BOARD AND THE MASSACHUSETTS DEPARTMENT OF COMMERCE AND DEVELOPMENT AND WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED

PHILIP B. HERR & ASSOCIATES
230 BOYLSTON ST. BOSTON, MASS. 02116

Location of the highway on the west plateau could give marginally better relative access to the Saddleball area via a feasible nearby interchange within Cheshire. Also, development potential of the Saddleball area might conceivably be enhanced through improved highway visibility. All else being equal, then, land development might be better served within Adams by the west alternative rather than by the eastern one, but the difference is small, and details of design could reverse this judgment. It is worth noting that the cross-valley alternative would provide at least one fully justifiable interchange within Adams, and would be of substantial direct access benefit to the Zylonite industrial area, the Saddleball area, and the eastern plateau.

As discussed earlier[3], it is neither feasible nor necessary to commit future planning in Adams to conformity with a single future, so other components of the Thoroughfare Plan have been designed to work with whichever Route 8 alternative in fact occurs.

OTHER ROADS

Most traffic movements made by persons living or working in Adams won't involve relocated Route 8 at all, irrespective of where and if interchanges are provided. A 1960 survey[4] found that 94% of all people working in Adams manufacturing plants lived in Adams, North Adams, or Cheshire, and so will not be likely to use any new road to work, though a new road might marginally help industries expand the area from which they draw labor. The same survey noted that although a third of all Adams residents employed in manufacturing commuted to Pittsfield for work, virtually all of the rest (62%) worked in Adams, North Adams or Cheshire. Traditionally, people travel further for jobs in manufacturing than in services or trade, and travel less distance for most shopping and social trips than for work. Thus it is clear that most Adams traffic is either through traffic or very local.

3. Herr Associates, "A Framework for Decision", mimeo, Jan., 1969.

4. Massachusetts Department of Commerce,"Manufacturing Commuting Survey", May, 1968.

Route 8 traffic volume is about 10,000 vehicles per day near the North Adams line, 5,000 vehicles per day near the Cheshire line. Of this, at least 8000 vehicles per day is Adams - Pittsfield commuters, so it is clear that only about 2000 vehicles per day are th through traffic likely to be diverted to the relocated Route 8. Relocated Route 8, then, isn't going to solve the problems in the center of town, since the bulk of traffic now found there is not likely to be diverted, nor is a new highway going to solve the problems of Columbia Street in Renfrew, for the same reason, although in both cases it will help.

Traffic on the remaining roads in town will continue to rise somewhat, and on certain roads will rise substantially, depending upon where interchanges are built with new Route 8. At present (except on Route 8) congestion, meaning cars backed up because the road can't handle them, isn't an issue, since flows are very light. Present issues are convenience and safety. Given an essentially stable population and with few anticipated major changes in land use pattern (Saddleball and the Thiel Farm being the exceptions), this is likely to continue to be true. Thus, the major outlines of what needs to be done locally are not altered by the indeterminacy of Route 8 relocation:

a) Present Route 8 is going to be a continuing source of difficulty irrespective of a relocated route.

b) Other local feeder roads will require improvement to eliminate hazards and inconveniences.

c) Circulation in the center of town will need improvement.

Present Route 8

Conflicts are inevitable on any road designed to carry heavy traffic and also serve abutting properties. This is and will be the case with present Route 8, particularly where abutting properties are residential. The possibility of a relocated Route 8 in no degree reduces that, or reduces the importance of traffic engineering improvements to the road in order to enhance safety, such as improved crosswalks and signalization. The town should continue, as at present, to press for such improvements with full assurance that their importance will not diminish with time.

Local Feeder Roads

The Thoroughfare Plan designates as "major collectors" the most important local feeder roads. About 15 miles of such roads are shown. Close to 5 miles of that has been reconstructed in the

past ten years under the Chapter 90 program[5], another 4 miles is programmed for such reconstruction in the next six years, and some short but expensive pieces are being built through urban renewal. If the present program is followed, six years from now only Bucklin Road, East Road, Lime Street, and Summer Street will remain unreconstructed in recent years, and the safety issues on these are clearly of a lower order than those on the streets being dealt with earlier. The present Chapter 90 program is as follows:

1969:	Anthony Street West Road (Gould to Fish)
1970:	West Road (Fish to Cheshire)
1971:	Fish Road
1972:	Fish Road
1973:	Leonard Street
1974:	Leonard Street

All of the programmed improvements will prove useful irrespective of whether Saddleball is developed or not, irrespective of Route 8 relocation. Should Route 8 be located on the East and interchange with 116 in Cheshire and Saddleball not develop, improvements to Bucklin Road and East Road might claim higher priority than, say, Fish Road. This possibility was given less than 1 chance in 5 in earlier analysis[6] and is the only event we can see which would justify alteration in the towns well-conceived road program.

Two roads are "iffy" collector roads, that is, they will have that function only if certain events occur. West Mountain Road will be a collector road if Saddleball development takes place, and will then require complete reconstruction. Gould Road and the road to the Thiel Farm will become a collector if the Thiel Farm is developed for recreation, and will also require complete reconstruction. If those developments occur, means of financing improvements to these roads must be sought, for the town's Chapter 90 funds should not have to be diverted to them.

[5] Costs shared 25% town, 25% county, 50% state.

[6] See "A Framework for Decisions", Herr Associates, Jan. 1969.

Central Area Circulation

About 7000 vehicles per day are reported to use Park Street through the center of Adams[7]. This is not a particularly heavy flow, but minor congestion and accidents occur from time to time. The primary difficulty is conflict with the abutting activities: cars parking and unparking, and pedestrians crossing the street. The Commercial - Center - Myrtle Street intersection is a bad one, being improved, and the Hoosac Street - Pleasant Street - Park Street intersection isn't too good, but elsewhere intersections are better and fewer than usually found in central areas. Consequently, the prognosis is good.

It was proposed in 1959 that Myrtle Street - Pleasant Street be reconstructed through renewal, and provide a one-way loop system with Park Street. The issues - reconstruction and a one-way system - are separable.

A reconstructed second route is a sound proposal, providing an excellent means of access to future parking areas to the east of Park Street. It would divide existing traffic volume, and reduce such traffic problem as exists today, although passing from one end of the central area to the other will inevitably remain a slow, anxious trip.

Making the new street one-way would increase its capacity even further, but this appears unnecessary in view of low present and anticipated volumes of traffic. It would reduce turning movement conflicts, a minor safety aid. On the other hand, it would inevitably inconvenience some, whose trips would be slightly lengthened. It would reduce storefront visibility for northbound traffic. It would make pop-in pop-out convenience shopping a little more difficult than it is now. In summary, it seems likely to furnish only marginal aid to the traveller, and seems likely to hurt the retailers a little. Unless later more detailed studies indicate its necessity, we would not support the one-way system, but would support the road concept.

It has also been proposed that School Street be carried through from Park Street to Summer Street. This is a useful but not vital link, whose creation should result from rather than dictate detailed renewal planning of the area.

[7] Massachusetts DPW, "1966 Traffic Volumes", Boston, 1967.

PARKING

The decade since publication of the 1959 Master Plan has seen parking deficiencies eased in Adams through the reduction of business activity to fit available parking. It is hardly a commendable way to solve a problem.

Comparison of the 1959 Land Use map with the current one indicates little change in either of the towns principal shopping areas, Park Street and Summer Street. Renewal has provided a larger site for a store which moved across the street, for a net decrease (at the moment) in overall traffic and parking demand in the area, and a net increase in parking space. On Summer Street evidence indicates currently less vigorous retail activity than a decade ago, again reducing parking demand.

Further renewal is likely to provide a means for Park Street by which parking and shopping can be balanced and net growth in both allowed. The concept for the second phase renewal project involves creation of parking areas between existing stores and relocated Depot - Pleasant Street, with the potential of being able to accommodate all long-term parking there, freeing Park Street for short-term parking ($\frac{1}{2}$ hour or less). This is a commendable and apparently feasible objective.

For Summer Street, renewal will be distant if ever, so better parking can only be provided incrementally, through careful enforcement of off-street parking regulations for new construction, alteration, or change of use, and through opportunistic development of off-street parking to service existing uses. Adams is fortunate in that in neither area is the parking problem severe, even measured by similarly-scaled communities.

STANDARDS

The 1964 Circulation Plan included road standards designed to guide local road construction. They have never been locally adopted or, as far as we can discern, seriously considered. Below is a tabulated comparison of those standards ("TPA") with the standards of the Adams Subdivision Regulations, with the standards of the DPW's statewide transportation study, and with our recommendations.

Classifications aren't perfectly comparable, but in general "Major Collectors" are streets important enough to be so designated in the Master Plan. "Collectors" are other streets serving more than just abutting traffic, or very long streets, or streets serving non-residential uses. "Minor streets" are most local streets. "Lanes" are very short residential streets incapable of being extended.

These standards really only apply to subdivisions, for virtually all other street - building is done under state DPW. control and standards. Major collectors are unlikely ever to be built through subdividing, and there will be few collectors, and few lanes. Minor streets, then, are the largest concern, and here we suggest little change from present regulations.

COMPARATIVE HIGHWAY STANDARDS

	DPW[1]	TPA[2]	ADAMS[3]	PBH & A[4]
MAJOR COLLECTORS				
Designation	Class V	Class"D"	Principal Street	Major Collector
Min. Right of Way	80'	60'	50'	60'
Min. Paved Width	40'	32'	27'	32'
Max. Grade	5%	8%	6%	8%
Min. Radius	820'	950'	100'	820'
COLLECTORS				
Designation	Class VII	Class"C"	Principal Street	Collector
Min. Right of Way	70'	50'	50'	60'
Min Paved Width	28'	30'	27'	32'
Max. Grade	7%	10%	6%	10%
Min. Radius	520'	820'	100'	500'
MINOR STREETS				
Designation	Class VIII	Class"B"	Secondary Street	Minor Street
Min. Right of Way	60'	50'	50'	50'
Min. Paved Width	28'	30'	27'	27'
Max. Grade	--	12%	12%	12%
Min. Radius	--	300'	100'	150'
LANES				
Designation	Class VIII	Class"A"	Secondary Street	Lane
Min. Right of Way	60'	50'	50'	40'
Min. Paved Width	28'	28'	27'	24'
Max. Grade	--	12%	12%	12%
Min. Radius	--	150'	100'	100'

1. Allison Consultants,"Manual of Engineering Procedures...", prepared for the Massachusetts D.P.W., 1966.
2. Technical Planning Associates, Inc., "Circulation and Public Facilities Plan,", 1964.
3. Adams Planning Board, "Rules and Regulations Governing the Subdivision of Land, 1963.
4. As recommended.

Parking standards ought to be mentioned here. The Adams Zoning Bylaw requires off-street parking in rural, residential, and commercial zones, but not in industrial, forest recreation, or flood plain zones. The standards are oddly established (in square feet rather than spaces) and generally lower than contemporary norms. In revising the Zoning Bylaw, it is recommended that standards be extended to all districts, and thoroughly revised.

COMMUNITY FACILITIES PLAN
Adams Planning Board
November, 1969   Revised March, 1970

This community facilities report has been prepared in conjunction with the capital improvements study. Both of these projects are an outgrowth of the Adams Capital Outlay Committee, which sent questionnaires to various town departments to determine their future plans for capital projects. The returned questionnaires, plus interviews with several town officials, have served as a basis for the findings of the report which is, in essence, an updating of a 1964 Public Facilities Plan prepared by Technical Planning Associates, and an updating of the original 1959 Community Facilities chapter of the Adams Master Plan. Recreation and Open Space are covered in a separate report.

SCHOOLS

In September, 1964, a school building needs report* was prepared for the School Building Needs Committee. That report outlined a course of action to be taken by the Adams School Committee for future grade organization and school building construction. In the five years since publication of the report, its recommendations have begun to be implemented and all indications are that this will continue into the future.

The first step taken was to form an Adams-Cheshire Regional School District. This was followed by the beginning of construction on a new regional high school, a project now nearing completion.

Table 1. Adams Public School Enrollments, October 1, 1945-69

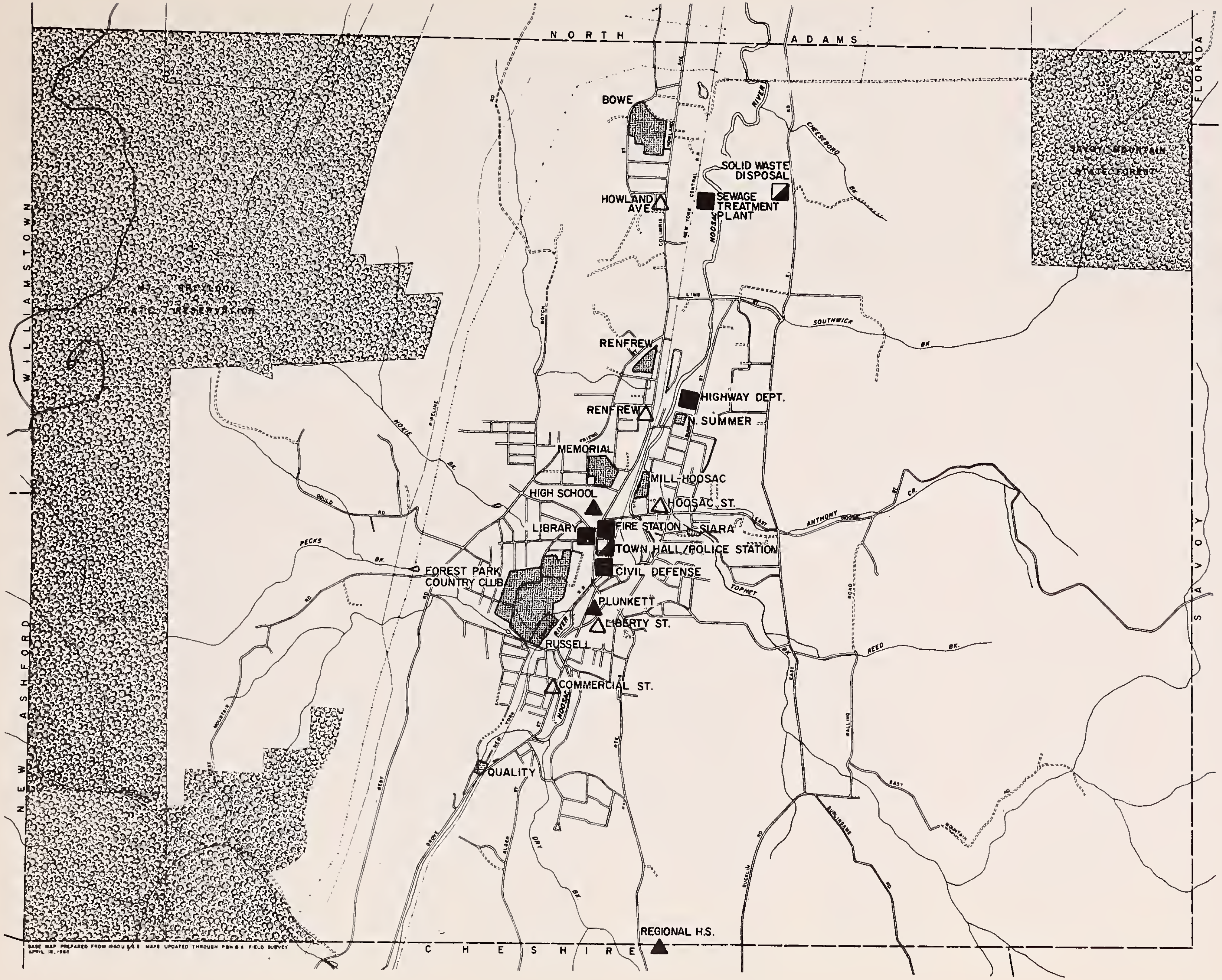
	1945	1957	1964	1968	1969
Elementary	764	1,010	1,018	1,015	993
Junior High	404	447	530	513	459
Senior High	407	462	581	604	468
Total	1,575	1,919	2,129	2,132	1,920

Source: Adams Annual Reports; 1945&1957 from TPA 1959 Master Plan

Note: Vocational Enrollment not included.

The enrollment data above indicate substantial growth 1945-57,

*School Building Needs; Engelhardt, Engelhardt and Leggett, September, 1964.



BASE MAP PREPARED FROM 1960 U.S.G.S. MAPS UPDATED THROUGH PBH & A FIELD SURVEY APRIL 18, 1969

COMMUNITY FACILITIES

- ▲ EXISTING SCHOOL TO BE RETAINED
- △ EXISTING SCHOOL TO BE PHASED OUT
- ■ OTHER FACILITIES TO BE RETAINED
- ◩ OTHER FACILITIES TO BE REPLACED OR EXTENSIVELY REVISED
- ▨ EXTENSIVE OPEN SPACE
- ▦ PARKS, PLAYGROUNDS & PLAYFIELDS

SOURCE: PBH & A STUDY

11-1969

ADAMS

MASSACHUSETTS
ADAMS PLANNING BOARD

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PHILIP B. HERR & ASSOCIATES
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which was the basis for the 1959 Plan projections and recommendations. Since that time, there has been no net overall enrollment growth. Projections made in 1964 by Engelhardt, Engelhardt and Legett (also reproduced without citation in the TPA study) called for gradual enrollment growth, and are currently about 8% too high. However, assumption of either no growth or very slow growth in enrollments is still a valid basis for general planning for school needs. The only important contingency to be observed is that concerning continuation of parochial school enrollments. Historically, roughly a third of Adams' children have been educated in parochial schools. Any change in that system would clearly cause reconsideration of public school building plans.

With the opening of the new high school, changes will take place in the utilization of existing schools. Existing Memorial High School is planned to become a middle school and existing Plunkett Junior High School is planned to become an elementary school. The remaining five small elementary schools will be used to a lesser extent than in the past in preparation for their gradual elimination.

The next major school building project will be a new elementary school. This is scheduled for 1976 on a site yet to be determined. In addition to this, it is likely that one other new elementary school will be needed, but this is a relatively distant problem.

It is premature to attempt to definitively locate a site for the next elementary school, since such site location depends upon the major unresolved contingencies of this program, that is, the location of Route 8, the development of Saddleball, and the type of redevelopment, if any, resulting from Phase II renewal studies.

The disposition of the five existing elementary school sites, upon discontinuance of the use of the school buildings, should not be considered lightly. The town may well transfer them to other departments that have need for small sites and that would otherwise have to buy them. The Hoosac and Liberty Street school sites are most obviously useful for the expansion of recreation areas to which they are now adjacent. The other three sites do not have such obvious reuse value but each town department should be given a first refusal on the sites before they are transferred from town ownership.

TOWN HALL - POLICE STATION

The present town hall - police station complex on Park Street is inadequate for the town's needs in terms of space, facilities available, and parking. The 1959 Plan recommended space for parking,

to be gained through renewal. The 1964 Plan recommended the same, plus an expansion of the present building, and a new police building. Present hopes of some town officials are that in the long run an entirely new town hall and police facility can be provided. In terms of priorities, this would probably be low and that means that a new building is certainly more than six years away.

The beginning of work on Phase II of urban renewal indicates that planning for a new town hall should start now. Even though money may not be available for its construction for some time, it is imperative that a site in the renewal project be reserved if a new facility or an expanded one is ever to be realized. Construction or purchase of a town hall in conjunction with urban renewal can also result in a portion of town hall costs being credited as part of the local share of renewal, a consideration possibly advancing Town Hall priority. Another consideration possibly advancing it is the possible use of the redevelopment program to acquire a suitable existing building and to facilitate reuse of the Town Hall or its site.

LIBRARY

The dual qualities of central location and high visibility combine to make the site of the Public Library an optimal one from the point of view of maximizing book circulation. The only obvious drawback is the lack of off-street parking but there is little chance of alleviating this situation on the presently available land. Finding a parking space in the general vicinity of the Library does not seem to present an insurmountable problem, however, and as more parking space is made available in Phase II urban renewal, the problem should be of even less consequence than it is today.

The library building itself is in relatively good condition and has ample room for any expansion of the collection and/or facilities that might be necessary in the future. This is consistent with both 1959 and 1964 Plan findings.

FIRE STATION

As noted in the 1964 study, the existing Central Fire Station is a modern, excellent facility, well located, but cramped on its site. Renewal plans should consider provision of space for a drill yard and parking space. The old fire station now adequately serves for the Civil Defense department.

TOWN GARAGE

Again as found in earlier studies, the existing town garage

and maintenance building on North Summer Street is adequate for present needs in both construction and site.

REFUSE DISPOSAL

The town dump is invisible to most well-conditioned residents but glaring to visitors as a huge moldering wall of waste, scarring the east wall of the valley just as lime quarries scar the west. Unlike the quarries, the dump scar is not immutable, and the town is wisely moving to discontinue the offensive upper dump and to use only the lower dump, employing sanitary landfill methods.

For any community having less than about 100,000 population, sanitary landfill is the most satisfactory present method of disposal, and no technological revolution for small-scale disposal methods seems likely. It is clear, therefore, that the town should proceed towards using it.

The lower dump area could in all likelihood be used for sanitary landfill, which is a process where refuse is covered with clean fill daily, then compacted. There is no burning. Any concern over stream pollution is easily dealt with through creating a clean fill dike between the refuse area and any water body. Cost is increased over an open dump by the necessity of bringing in fill and by the necessity of having a heavy tractor for compaction, but the gain to the town's appearance would be sufficient justification.

A landfill for both Adams and North Adams together would cost almost no more than one for either alone, and both communities are now faced with the same problem. The two dumps are little over a mile apart. A regional landfill has been rejected before. It deserves reconsideration.

SEWERAGE

Most of the developed parts of Adams are served by the town's sewerage system and an active program is underway to extend the system to areas that face imminent development. Presently under construction is a new sewage treatment plant that will enable the town to reverse its past role and become a leader in improving the water quality of the Hoosac River.

Consultants to the Berkshire Regional Planning Commission have noted a number of points about the system which may affect future planning. First, they report that the system experiences a large amount of infiltration of storm water, unnecessarily swelling the volume which must be handled at the sewage treatment plant. In

time it may be necessary to more completely separate storm water from the sanitary sewerage system to avoid treatment plant expansion. The possibility was raised by the regional planners that the level of treatment to be provided by the new plant may prove inadequate to protect the river ecology and to satisfy future regulations, necessitating additional (tertiary, as opposed to secondary) treatment at some future date.

At some future date Cheshire may require public sewerage. It is possible that the best answer to providing treatment would be to link to the Adams treatment plant, although this involves a number of complications. It is also possible that some relatively small areas of Cheshire just over the Adams town line are best serviced by future extension of the Adams system.

The town's existing and proposed zoning bylaws substantially reflect the extent of the sewerage system service. Areas that are presently served by the system have residential lot requirements that are relatively modest, whereas outside the service area, lot sizes for the most part are substantially larger. Intensive non-residential development is also substantially limited to the serviced area, contributing to the sense that Adams is a town with a great deal of land, but without much for building on.

WATER SUPPLY

The town of Adams is supplied with water by the Adams Fire District, a unit of government separate from that of the town. In the past, water service by the Fire District seems to have been satisfactory and no far-reaching changes are contemplated.

The supply of water is obtained through use of Bassett Reservoir and three wells, with a total daily capacity of approximately eight million gallons. Peak daily consumption in any given year is far below this and average daily consumption is now less than two million gallons.

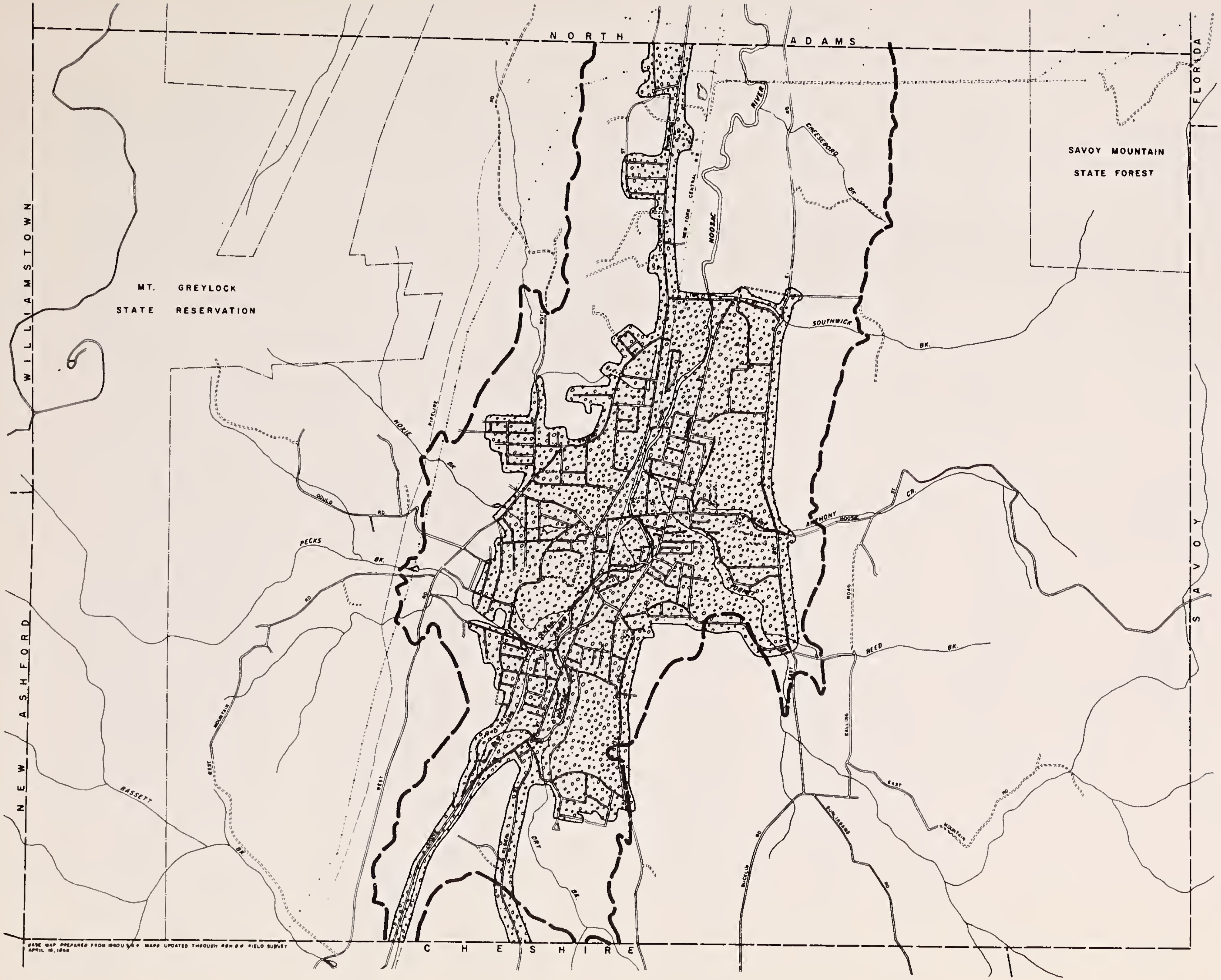
Annual water consumption is given below along with the peak month consumption. Consumption was considerably lower in both 1967 and 1968 than in previous years. This has been attributed in 1967 to an exceptionally rainy summer and in 1968 to the loss of two major industrial consumers (Georgia Marble and Hooker Chemical).

WATER SERVICE

▨ PRESENTLY SERVICED

▬ ▬ ABOVE 1060' ELEVATION (SECOND FLOORS HIGHER THAN RESERVOIR)

SOURCE: ADAMS FIRE DISTRICT 11·1969



BASE MAP PREPARED FROM 1950 U.S.G.S. MAPS UPDATED THROUGH [illegible] FIELD SURVEY APRIL 18, 1968

ADAMS

MASSACHUSETTS
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YEAR	ANNUAL CONSUMPTION (gallongs-millions)	PEAK MONTH CONSUMPTION (gallons-millions)	
1960	641	August	57
1961	659	August	61
1962	722	August	67
1963	715	July	76
1964	736	July	77
1965	741	June	73
1966	752	July	74
1967	687	July	71
1968	622	August	58

Source: Adams Fire District

The problems being faced by the District in continuing to provide an adequate water supply are the following:

1. a major industrial expansion in the northern part of town may require improvements in the system to provide suitable service.

2. water cannot under present circumstances be supplied to areas above about 1060 feet in the southwest corner of town and even lower as one moves north and west, unless pumping is provided, an expensive last resort.

3. there are several weak points in the system resulting from inadequate pipe sizes and old pipes. There is, however, a program under way to bring these parts of the system up to standard.

It has been pointed out that the town has a class "C" fire insurance rating, below average in Massachusetts, and resulting in higher insurance costs than would be charged if the town's rating were higher. This rating is attributable in part to pressure inadequacies in some parts of the system and to inadequate main sizes in some locations. Consultants to the Berkshire County Regional Planning Commission suggest consideration of a high elevation service district, supplied by a new reservoir at a higher elevation than the present one, in order that areas not now serviceable by gravity from the present reservoir can be serviced, and in order that additional pressure can be provided for the lower-elevation system when needed. Such a system might well be shared with Cheshire should it be developed.

It is worth noting that there remain substantial areas serviceable by gravity in Adams which are not yet serviced, including some prime development land such as parts of East Road. On the other hand, much discussed developments off West Mountain Road and Gould Road are too high to be served by the present system, and would have to either use extensive pumping up from the Adams system, develop independent sources, or await development of a high-level system.

RECREATION AND OPEN SPACE

Adams Planning Board
October 28, 1968   Revised March, 1970

Recreation and open space are of sufficient importance in Adams that we have devoted a separate report to this aspect of community facilities. When first drawn in October, 1968, this report made four initial recommendations. First, it called for an interdepartmental conference on open space and recreation, which was held shortly thereafter. Second, it suggested that the Park Commission draft an explicit improvement program. To a degree, this too has been done, with further detailing anticipated this year. Third, it recommended establishment of a Conservation Commission. This has been done, and the members appointed. Fourth, it advocated stream encroachment provisions in the town's zoning. These have been drafted for inclusion in the proposed new zoning bylaw.

This study and conferences with local officials make clear that the issues in Adams concerning open space are chiefly ones of program development and facility improvement, not acquisition, for the amount and distribution of open space in Adams is basically good, providing an excellent framework for system development.

EXISTING SITUATION

The following table lists recreation and open space areas in Adams.

ADAMS RECREATION AREAS, 1968

FACILITY	SPONSORING ORGANIZATION*	AREA (acres)	ACTIVITIES
PLAYFIELDS			
Memorial School	S	6	baseball, softball football
Renfrew	T	7	baseball, softball, football, basketball
Mill Street	C	3	soccer, basketball
PLAYGROUNDS			
Bowe	T	14	softball, juvenile equipment
Commercial School	S	¼	juvenile equipment
Hoosac School	S	½	juvenile equipment
Howley School	S	1	juvenile equipment
Liberty School	S	¼	juvenile equipment
North Summer	T	1½	little league baseball juvenile equipment, wading pool
Notre Dame School	C	¼	juvenile equipment
Quality	T	¼	juvenile equipment
Renfrew	T	-	juvenile equipment wading pool
Renfrew School	S	¼	juvenile equipment
Russell	T	6	softball, juvenile equipment
St. Stanislaus School	C	¼	juvenile equipment
Siara	T	¼	juvenile equipment
		25	
DECORATIVE PARKS			
Memorial	T	1	sitting, decoration
Douglas Square	T	-	decoration
McKinley Square	T	-	decoration
SEMI-PUBLIC AREAS			
Forest Park Country [illegible] Club	P	60	golf, skiing
Anthony's Pool	P	2	swimming
Adams Water Department	P	100+	land conservation

STATE RESERVATIONS			
Mount Greylock	M	100+	land conservation
Savoy Mountain	M	100+	land conservation

* T - Park Commission
S - School Committee
C - Parochial School
P - Semi-Public
M - State of Massachusetts

Playfields in Adams are close to adequate in area, but lacking in facilities. Memorial, used for high school athletic practice, is in very poor condition. It will become a junior high school playfield when the new regional high school opens. Renfrew has playfield and playground facilities combined on a limited site. Formal athletic activities curtail its usefulness to local people, especially children. This situation will be somewhat eased with the opening of the new high school. Mill Street playfield belongs to the Catholic Church. Its only present use is for soccer and basketball, but further development is anticipated. It is located in an area deficient in recreational opportunities.

The new regional high school will contain extensive playfields. This does not, however, preclude the necessity for improving athletic facilities available on existing playfields, as these will still be in demand.

Although 13 playgrounds exist in Adams, many of them are not suited to their purpose because of their very limited size. Most of them contain only meager amounts of equipment, much of it inoperable, and in addition, most of them are unattractive. Bowe Playground, located in the northern part of town, is predominantly undeveloped. It has good potential for development of some town-wide recreation facilities (softball, tennis, basketball, swimming, picnic). It lacks adequate equipment for elementary age children. Plans for the coming year include filling, grading and planting to greatly improve this facility. North Summer contains the Little League diamond, a non-regulation field because of the small size of the site. The Little League would like to move to a larger area. Russell is an attractive natural area, but lacks play equipment for elementary children. It has 2 softball diamonds, one used by the Industrial Softball League.

Siara and Quality playgrounds are at most ¼ acre. They have practically no play equipment and resemble vacant lots in appearance. Their usefulness in present form is questionable, for they are both in low density areas. The play areas associated with the town's 5 public elementary schools are virtually devoid of recreation equipment and are extremely unattractive. The parochial school play areas contain more equipment, but are quite small.

Commercial recreation areas in Adams are limited. The Forest Park Country Club has a 9-hole golf course and swimming is available at Anthony's Pool, an impoundment of Hoxie Brook.

Organized recreation programs are sponsored by several groups, all of them outside of town government. They rely heavily on town provided recreation areas, however. The lack of facilities at town operated parks has sometimes acted to the detriment of existing programs and has sharply restricted others from starting. Facilities for tennis, basketball and swimming are noticeably absent.

There are 2 state-owned reservations in Adams, Mt. Greylock and Savoy Forest. Their function is predominantly land conservation. There is a possiblility that the DNR will develop an active day use recreation area in the vicinity of Thiel Farm.

RECREATION POLICY

The following are policies that could be useful in developing a recreation plan:

1) Participation in recreational activities should not be limited because of a lack of suitable facilities. Several recreation activities popular nationally have little participation in Adams because the proper facilities are unavailable.

This situation is particularly unfortunate because recreation space suitable for such facilities is now publicly owned, but lying vacant.

2) Some recreation facilities should be provided for all age groups and for all times of the year. Particularly lacking are facilities for teenagers 15 and over and senior citizens. There are also no facilities for indoor recreation, particularly important during the cold weather seasons.

3) Areas having an overall density of 2 or more families/acre, with a minimum of 500 families, should be provided with a playground within ½ mile. In applying this rule, areas in the eastern part of town, along much of Summer Street, would easily qualify for more recreation space.

4) Playgrounds of less than 5 acres should be avoided if possible. Several of the existing small play areas are of limited recreational value and are a maintenance burden. New playgrounds to be developed should be at least 5 acres, except under special circumstances.

5) Recreation facilities should be developed in conjunction with public schools. Such development would foster a more efficient use of the recreation dollar and it would provide for combined usage of facilities.

6) Organizations using town recreation facilities should be involved in their selection and development as much as possible. Since recreation facilities are provided by the town, but the programming by outside organizations, a meeting of the minds concerning facility development is desirable.

RECREATION PLAN

Based upon the statements of policy discussed above, a recreation plan for Adams can be outlined.

Demand for recreation is normally satisfied in any given community if national recreation standards are met. Applied to Adams, with an approximate population of 12,000, the standards of 1½ acres each of playground and playfield space per 1000 persons require a total of 36 acres of recreation space. Should the town population reach 15,000, probably not for at least a decade, 45 acres would then be required, using today's standards. The existing space of 41 acres would indicate that the town is presently in excess of the standard, but unfortunately, the standards do not evaluate the distribution of recreation space and the types of facilities available. These are precisely the two recreation problems that the town now faces.

Making playgrounds available within ½ mile of persons in built-up districts will require an ultimate playground spacing of about 3/4 mile. But because of physical barriers, the 3/4 mile spacing may in some cases be unrealistic. Taking into account these considerations, at least 5 playgrounds are now required, of which 3 are already in existence (Bowe, Renfrew, Russell).

The two areas requiring playgrounds are the Maple Street-Friend Street area and the Hoosac Street-Summer Street area. Recreation space in the Maple-Friend area can be realized by a rebuilding of the present Memorial High School playfield after the new regional high school opens. Provision of recreation space in the Hoosac-Summer area will be more difficult as there appears to be no suitable site of 5 acres available. An arrangement with the Church for possible more general use of the Mill Street playfield and eventual abandonment of the Hoosac School may provide enough space for recreational development. The proposed construction of two new elementary schools and associated recreation space should then be sufficient to meet the town's expected demand for playgrounds.

Demand for playfield space should be easily met if facilities at the new high school site are available and if facilities are developed at Bowe and Memorial. The regional high school will provide for a complete range of athletic activities including football, baseball, softball, soccer, tennis, swimming and basketball. Although specific policy with respect to community use of these facilities has yet to be set, it is expected that they will be available through arrangement with organizations sponsering recreation activities. Renfrew is now developed for baseball and football. Development of playfield facilities at Bowe and Memorial, where space is presently available, will adequately serve the needs of organizations requiring such facilities.

Possibly the most serious recreation problem in Adams is the lack of facilities for specific types of recreation activities. Representatives of the several organizations that sponser recreation programs should have the opportunity to be heard concerning the specific types of facilities that are needed. Steps should be taken to develop the needed facilities, utilizing existing vacant recreation space to the extent feasible.

RECOMMENDED RECREATION ACTIONS

The initial steps recommended in the earlier draft of this report have all been taken. Remaining are longer-range ones.

1) Develop a detailed plan of recreation facility improvements, with specific designation of the type and cost of improvements to be made and their timing, for coordination with other Capital Improvement Program items.

2) Proceed with improvements per the plan.

3) Explore with the School Committee usage by the community of recreation facilities at the new high school.

4) Improve the playground-playfield at the rear of Memorial School.

5) Develop a Teen Center. An indoor center for teen activities is much needed in Adams. Strong backing from the community and wide participation by children who will use the center will be necessary to its success. The first need is the establishment of an organization that can develop and run the teen center program. Representatives of the town government, school department, churches, and the teens themselves should be involved from the beginning. Beyond this, space will have to be found and programs developed and carried through. Liberty Street School has been suggested as one potential location.

6) Develop recreation areas at any of the new elementary schools to be built in the town.

7) Study the possibility of a senior citizens center. Future development of housing for the elderly in downtown Adams might incorporate such a center.

8) Determine the need for town-owned swimming facilities. It appears that the swimming pool at the new regional high school will be available for community use and that there is the possibility of state-provided swimming facilities at Thiel Farm. If both of these become reality, the town may not have to provide its own swimming. If one or both are not feasible, then the town will probably have to make swimming facilities available.

9) Inasmuch as the town owns two small play areas on Quality and Siara Streets, both being adjacent to streams, efforts should be made to enlarge these areas into linear parks following the streams.

CONSERVATION POLICY

Several policies can be used to guide the development of a conservation plan:

1) Riverfronts, stream valleys and other ecological examples should be preserved to the extent feasible.

2) The wooded character of hillsides and uplands should be protected, particularly those visible from the valley floor.

3) Private ownership of conservation areas should be encouraged, except where public access is desirable.

4) Acquisition and regulation should be used to reduce the danger of pollution to wildlife habitats and public water supplies, and to reduce the threat of flood damage to developed property.

5) Within ½ mile of planned future schools, areas suitable for nature study should be preserved.

6) Conservation areas of less than 5 acres should be avoided, except under special circumstances.

CONSERVATION PLAN

A conservation plan for Adams should begin with the establishment of an organization charged with the conservation function and empowered to execute it. Chapter 40, Section 8C of the General Laws enables towns to establish Conservation Commissions by vote of town meeting, members subsequently being appointed by the Selectmen. Exactly this has just been done. This Commission will enable the town to receive state aid for conservation, aid to which it is not otherwise entitled. This Commision should design and administer a program for conservation, including acquisition and regulation of land. In addition, it should act as advocate for and coordinator of beautification efforts in Adams.

The success of a resource, conservation and beautification program depends to a large extent upon the efforts of the organization chosen to promote it. An active Conservation Commission, working toward this end, could involve itself in several timely activities. Among these are encouragement and aid in improving the appearance of housing and residential areas, investigation of air pollution control problems, and the selective prompting of local officials

and organizations regarding the conservation and beautification aspects of their own activities.

Streams in Adams, except for the Hoosac, are relatively unpolluted. Future development may destroy them, however, and steps should be taken toward their preservation. A program of acquisition and regulation can be used in this endeavor. A stream encroachment regulation has been drafted for possible inclusion in the Zoning Bylaw.

Conservation of wooded hillsides and uplands is of most importance on the east side of the valley, as much of this land is in private ownership. It is not proposed to limit development here, but rather to seek to guide it. The use of large lot zoning with selected conservation easements should be sufficient to obtain the desired results.

The western side of the valley is predominantly in public ownership and conservation action by the town is not crucial at this point. Development of skiing at Saddleball and day use recreation at Thiel Farm are both questionable ventures now but could transform this part of Adams into a regional recreation center if they are found feasible. The Conservation Commission should play a role in helping to achieve a desirable development of these two areas and in developing a program for protection of the remaining lands.

Protection of parts of the Hoosac riverfront is a desirable goal. Areas that seem to offer outstanding possibilities are in the southern part of town where the River flows parallel to Route 8 and north of Lime Street where it meanders through the flood plain.

CONSERVATION ACTIONS

1) Adopt stream encroachment regulation.

2) Organize and promote the beautification effort in Adams.

3) Acquire land and interest in land along the Hoosac River.

4) Participate to the extent feasible in decisions affecting conservation and development on both the eastern and western slopes.

5) Adopt "cluster" and "planned development" provisions in the zoning bylaw, encouraging private preservation of open space.

BEAUTIFICATION PROGRAM

Adams Planning Board
November, 1969 Revised March, 1970

Adams is a town of powerful contrasts, having both highly urbanized and completely undeveloped areas; both magnificent beauty and blatant ugliness. This report outlines a program to build on the strengths of those contrasts and minimize their deficiencies, and in so doing to achieve three broad goals: to preserve environmental beauty, both natural and man-made, where it exists in Adams; to reduce ugliness where it exists; and to strengthen utilization of the town's visual resources.

OBJECTIVE A. CLEAN UP WASTES

Water, land and air are all being polluted by the wastes of human activity in Adams. Water pollution is being effectively dealt with through current construction of a sewage treatment plant, and through annual extension of the sewerage system. The present policy of gradual system extension to service all developed areas should be continued.

To prevent another type of water pollution, protection should be built into the Adams zoning bylaw preventing encroachment upon stream banks, a frequent source of uglification and pollution.

Land pollution takes many forms. The present dump is one of them. Elsewhere the recommendation has been made that the lower dump be converted to a sanitary landfill operation, thus eliminating one of the most obvious land polluters in the town. In addition, zoning provisions should be adopted governing effective containment of litter and other wastes. Finally, present building and health regulations deal with trash, junk autos, and other forms of solid waste. They should be fully enforced. Over the years, lime quarrying has been a land polluter, both through the quarries and through spoil areas, a condition being slowly reversed by laudable industry restoration efforts.

There are a limited number of local sources of serious air pollution. One is the town dump, remedies for which have already been discussed. Another is present industry, which has shown interest and willingness to try to deal with air pollution problems.

Future potential polluters can be dealt with through adoption of air pollution controls in the local zoning bylaw, pending effective statewide controls.

OBJECTIVE B. RESTRAIN BLIGHTING INFLUENCES

Billboards are a completely unneccessary environmental pollutant. Unlike signs telling about the premises they are on, billboards confuse the environment rather than inform it. It is now possible for the town to regulate the placement of billboards. It should do so through a zoning provision prohibiting them.

At the same time, other signs, those "on-premise" or "accessory" to business, industry, or other use, should be regulated through the zoning, dealing with their size, their placement, and their illumination, allowing them to serve their vital informational role without uglification or obscuring each other in a shouting match.

Overhead wires are another element blighting the landscape. Community pressure has just persuaded the Massachusetts Electric Company to place an eight mile transmission line underground on Cape Ann. Where it is crucial to the landscape, as it could be in Adams, underground placement is worth working for.

An opportunity exists in any renewal area to place wires underground as a part of the overall project, gaining federal and state participation in the cost. It should be a matter of policy that this always be done.

Underground wiring in residential subdivisions should be considered and encouraged where the developer is interested. To require it, however, might well result in an increase in the cost of providing housing, clearly not a good idea at this time in Adams.

Parking areas, bulk storage, and loading areas are among those activities contributing little to community appearance. Their location within the town and upon any lot should be controlled through zoning regulations. Zoning should also prescribe planting, screening, and other positive efforts to soften the impact of such unsightly elements upon the landscape.

OBJECTIVE C. PROMOTE GREENERY WHERE CRITICAL

Most of Adams has greenery without any special effort, but in

certain crucial areas, greenery is or may be lacking. Business districts, streams, and new development deserve special attention.

The Park Street business district will be one focus of Phase II Urban Renewal. Beautification should be one major element in that program. Other existing business areas also deserve efforts to provide plantings where they are lacking, to bury wires if feasible, and to screen any objectionable elements. New business development should be required to provide planting and screening, as discussed above.

Streams should be protected in a natural condition through zoning protection against encroachment, through sensitive design of improvements where such are required for drainage or relocations, and where other means are inadequate, through purchase of easements or of property abutting critical areas.

New residential developments should all provide tree-lined streets, something not now always done, but enforcable through subdivision regulations. Gravel pits or other earth removal operations should be required to restore removal areas to vegetation following removal.

OBJECTIVE D. PREVENT HILLSIDE SPRAWL

One of the basic beauties of Adams is its sharp urban-rural contrast, with developed areas intensively developed, open areas essentially undeveloped, and little of the usual dribble in between. Many means short of complete public ownership of the hillside forested areas can help preserve that characteristic.

First, those hillside areas can be so zoned that overall density of development over any given tract must be low, but may be concentrated into only a part of the tract. Such provisions are called "cluster zoning," and serve to preserve open space and yet allow private development in areas whose overall intensity of development should be low.

Second, public improvements can be concentrated in the valley floor and not extended high into the hills. This policy would affect road policy, water system policy, and sewerage system policy.

OBJECTIVE E. CAPITALIZE ON ASSETS

Adams has much to show, and much to preserve. It should make

the best of it. First, information regarding community assets should be made more easily available. A map might be prepared and published, marking local points of scenic, historic, or architectural interest. A system of signs directing the way to and indicating these points might also be developed.

In conjunction with these efforts, a larger scale regional effort might be undertaken to design, mark and publicize a "Northern Berkshire Scenic Trail," an integrated route which tourists (and interested residents) can follow to see the many sights the region has to offer. Presently, a visitor must work out for himself how to locate features, and even if he can find where they are, may hesitate to visit them for fear of getting lost. Trails of this type have been laid out in many other areas, Boston's "Freedom Trail" being perhaps best known, but others such as the New Bedford-Fairhaven trail linking whaling era historic features are more nearly analagous to what is proposed here.

Second, a point of view advocating beautification should be regularly and systematically incorporated into public plan-making and decision-making. Route 8 location, urban renewal plans, or subdivision plans all might have great bearing on the values and actions being discussed here. One important function of a Conservation Commission will be to act as officially legitimized advocates for conservation, preservation, deuglification, and beautification.

RESPONSIBILITIES

The above constitutes a complex multi-departmental program, with primary emphasis on attitude and regulation, minor emphasis on expenditure except in areas where those expenditures are already programmed for other reasons.

No one organization is proposed to be "in charge" of beautification. Rather, like planning, beautification interest is something we would hope to see generally throughout Adam's government structure. The Beautification Program Summary illustrates how that might happen.

The Methods Outline reorganizes the same items in terms of how they are to be accomplished, and where applicable, timing and cost estimates are listed, taken from the Capital Improvements Program.

This program does not suggest revolutionary new directions, for considerable efforts of these sorts are already going on.

Rather, it places these efforts in the context of other elements of the Master Plan, and encourages their extension.

BEAUTIFICATION PROGRAM SUMMARY

ITEM	PRIMARY RESPONSIBILITY
A. CLEAN UP WASTES	
1. Reduce Water Pollution	
a. Continue Sewerage extensions	Selectmen
b. Prevent stream encroachment (zoning)	Planning Board
2. Control Solid Wastes	
a. Convert dump to sanitary landfill	Board of Health
b. Use zoning to contain litter, etc.	Planning Board
c. Enforce building regulations	Building Inspector
d. Enforce health regulations	Board of Health
3. Control Air Pollution	
a. Performance controls in zoning	Planning Board
b. Convert dump to sanitary landfill	Board of Health
B. RESTRAIN BLIGHTING INFLUENCES	
1. Signs	
a. Prohibit new billboards	Planning Board
b. Regulate other signs	Planning Board
2. Overhead Wires	
a. Encourage underground transmission lines	Selectmen
b. Place underground in renewal areas	Redevel. Authority
c. Encourage underground distribution	Planning Board
3. Unsightly parking, storage, etc.	
a. Control location through zoning	Planning Board
b. Require planting, screening	Planning Board
C. PROMOTE GREENERY WHERE CRITICAL	
1. Business Districts	
a. Public efforts in renewal areas	Redevel. Authority
b. Exhortive efforts in other areas	Selectmen
c. Require planting, etc. in new areas	Planning Board
2. Streams	
a. Prevent encroachment through zoning	Planning Board
b. Improve sensitively	Highway Sup't
c. Acquisition where required	Conservation Comm.
3. New development	
a. Require street trees in subdivision	Planning Board
b. Require restoration after earth removal	Planning Board

D. PREVENT HILLSIDE SPRAWL	
1. Zone hillsides low density	Planning Board
2. Allow "clustering"	Planning Board
3. Limit sewerage extensions	Selectmen
4. Limit water extensions	Fire District
5. Limit road improvements	Highway Sup't.
E. CAPITALIZE ON ASSETS	
1. Improve information re. assets	
a. Publish maps	Conservation Comm.
b. Erect signs	Conservation Comm.
c. Consider new regional "trail"	Conservation Comm.
2. Bring beautification perspective into plans	
a. Route 8 location	Conservation Comm.
b. Urban Renewal Plans	Conservation Comm.
c. Subdivision Plans	Conservation Comm.

METHODS OUTLINE

Item	Year	Cost
A. Stop Municipal Pollution & Uglification		
1. Convert dump to sanitary landfill	1972	$40,000
2. Put wires underground in renewal areas	1973	?
3. Improve streams sensitively	n.a.	-
4. Limit sewerage extensions	n.a.	n.a.
5. Limit water extensions	n.a.	n.a.
6. Limit road improvements	n.a.	n.a.
B. Regulate Private Development		
1. Zoning provisions		
a. Stream encroachment	1971	-
b. Anti-litter, etc.	1971	-
c. Air quality standards	1971	-
d. Prohibit billboards	1971	-
e. Regulate other signs	1971	-
f. Control location of parking, storage, etc.	1971	-
g. Require planting, screening	1971	-
h. Require restoration after earth removal	1971	-
i. Zone hillsides low density	1971	-
j. Allow "clustering"	1971	-
2. Subdivision Regulations		
a. Require street trees	1970	-
3. Enforcement		
a. Building regulations	n.a.	-
b. Health regulations	n.a.	-

C.	Encourage private beautification		
	1. Encourage underground transmission lines	n.a.	-
	2. Encourage underground distribution wires	n.a.	*
	3. Encourage beautification in business areas	n.a.	-
D.	Make positive public efforts		
	1. Extend sewerage	Annual	$15,000
	2. Beautify renewal areas	1973	?
	3. Acquire stream easements	?	?
	4. Public Assets Map	1972	?
	5. Erect signs	1972	?
	6. Consider new regional "trail"	1972	?
	7. Bring beautification perspective into plans	n.a.	?

n.a. = not applicable
* Increased cost of street lighting

HOUSING STUDY

In common with many other older industrial towns, Adams has a substantial housing problem. This study is an attempt to look at that problem from a relatively long-range viewpoint, and bring that viewpoint to bear on present actions.

HOUSING AND HOUSING-RELATED PROBLEMS

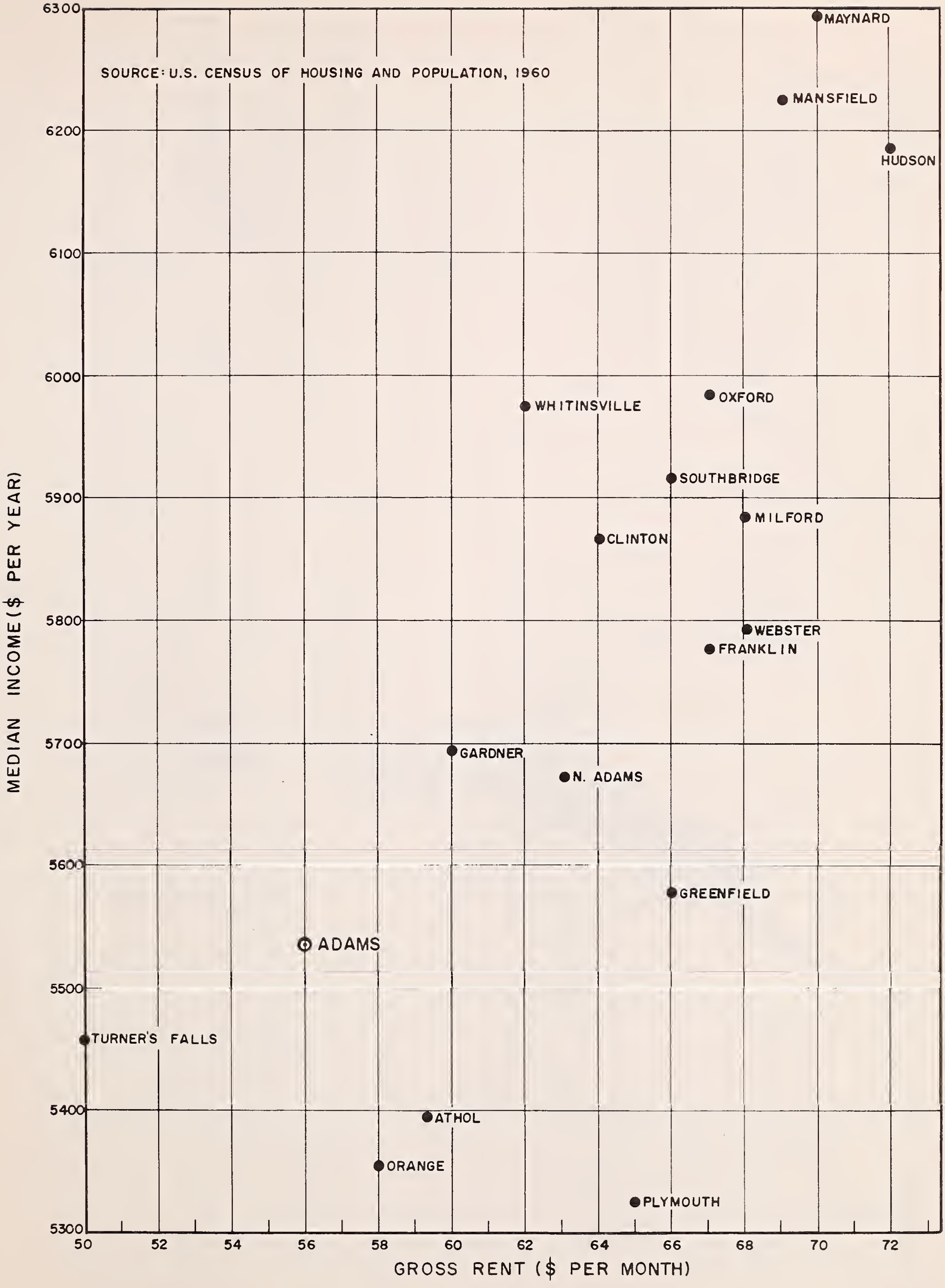
The two problems of housing in Adams can be simply stated. First, there are too many families and individuals in Adams who are unable to afford decent housing. Second, there exist several areas where living conditions are harmed by the influence of the surroundings. The first of these problems is by far the more serious, and the more difficult to deal with.

Inability to afford decent housing

There is no real way of determining the exact number of families and individuals who live in poor housing because they can't afford better. The terms used, "poor housing" and "can't afford," can't be made precise except arbitrarily, but there is plenty of evidence that the number of families ill-housed in Adams because of income limitations is substantial.

First, there is plenty of poor housing in Adams using anyone's definition. The U.S. Census in 1960 identified 128 dilapidated dwelling units and 672 badly deteriorating ones. Our field survey eight years later identified almost exactly the same number of dilapidated units, and about twice as many deteriorating ones, perhaps the result of a sterner measure of deterioration. In studying the Phase II renewal area two years ago, consultants to the ARA estimated that 165 out of 175 dwelling units in that area were below standard. Studies for the AHA estimated that 160 elderly families in Adams are ill-housed. The systematic housing inspection program regularly reveals substandard housing.

The bad housing exists, and most of it is occupied. Unanswered is whether those who live in poor housing could afford better if they chose to. Figure 1 illustrates rents paid in Adams relative to income in 1960, in comparison with nearly twenty other similar



1960 COMMUNITY INCOME VS. RENT

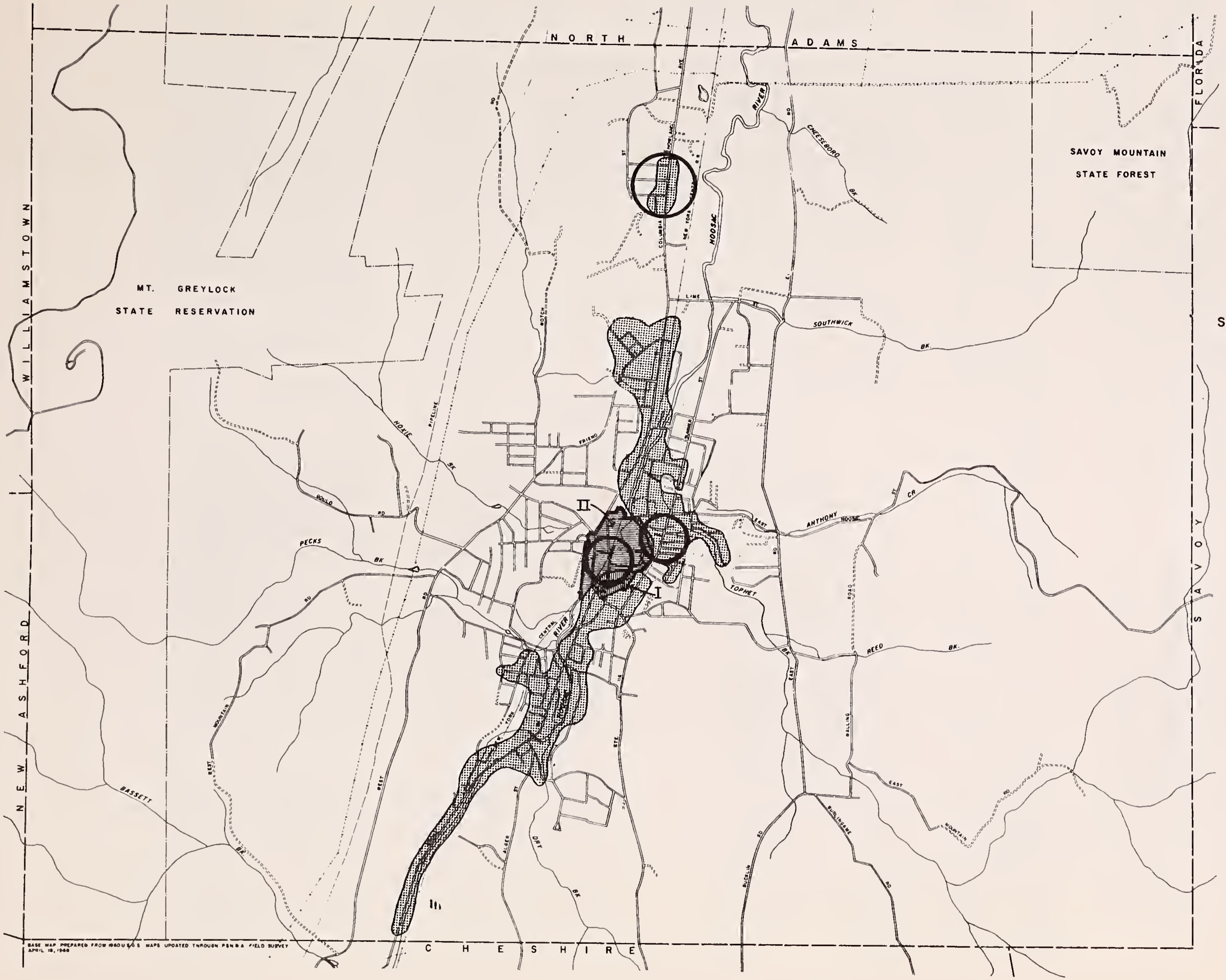
HOUSING

▨ HOUSING PROBLEM AREAS (HALF OR MORE DWELLING UNITS HAVING DEFICIENCIES)

I ▨ RENEWAL AREAS

○ AREAS WITH ENVIRONMENTAL FAULTS

SOURCE: PBH & A. FIELD SURVEY, 1968



BASE MAP PREPARED FROM 1960 U.S.G.S. MAPS UPDATED THROUGH PBH & A FIELD SURVEY
APRIL 18, 1968

ADAMS

MASSACHUSETTS
ADAMS PLANNING BOARD

N

10 ACRES

THIS MAP WAS PREPARED FOR THE ADAMS PLANNING BOARD AND THE MASSACHUSETTS DEPARTMENT OF COMMERCE AND DEVELOPMENT AND WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED

PHILIP B. HERR & ASSOCIATES
230 BOYLSTON ST. BOSTON, MASS. 02116

communities used for comparison in earlier studies (Tax Base Analysis). The drawing makes clear that the rent people pay is related to the income they receive, and in comparison with other communities, the relationship of rent to income in Adams is quite normal. Based on that finding, and based on conversations and meetings with local officials, we estimate that fully two-thirds of those now living in poor housing in Adams cannot afford to purchase or rent housing meeting whatever standards of decency we set. If we say that 1000 units of housing in Adams are "substandard," a fair figure based on the earlier discussion, nearly 700 families are in such housing not through choice but through economic necessity.

There is no absolute shortage of housing in Adams, whose 1960 vacancy rate of 4% has probably changed little, and therefore the one-third of occupants of poor housing who could afford better need not be a primary target for public policy. They have a choice. The remaining two thirds who have no choice are our prime concern.

The local need, then, is to enable about 600-700 families to achieve better housing. About 1/3 of that need is for small (two-person) families and individuals, and is most appropriately dealt with through small rental units fairly centrally located. The remaining 2/3 of the need is for larger families, including some very large families. For many of these larger rental units are a reasonable answer, and need not be as centrally located as housing for the elderly. For others, home ownership, if feasible, would be a reasonable answer.

Environmental Problems

Conflict among closely neighboring activities harms living conditions in a few areas of Adams. In the very center of town, business activities predominantly set the character of the area, the use of the streets, the noise level, and the light level. Residences inevitably suffer, and without major area restructuring, residents of the district will continue to pay a price in environmental terms for the locational convenience and low rents they enjoy.

On the east side of the Hoosac River, adjacent to the Central District, a substantial community focussed on Summer Street also suffers environmental blight, though of a different sort. Here the high proportion of substandard residences and deteriorating commercial properties cast a pall on the character of the entire area, tending to discourage individual property improvement efforts. The problems of this area are too fundamental to be whitewashed with a fix-up program, but as yet don't reasonably call for sweeping remedies.

A third area where environment harms living conditions is towards North Adams on and just off Columbia Street, where air pollution, traffic, and an industrial character to the area render the living environment less than optimal, no matter what the condition of individual residences. Not surprisingly, many poor dwelling units exist in this area.

Non-Problems

It is worth noting that Adams is free of several problems commonly associated with housing. Local conversations are persuasive that discrimination against minorities doesn't exist. Adams' several ethnic minorities are not strongly grouped spatially, and the absence of Blacks and Spanish-Americans is the result of their choice, not their exclusion.

Rents are rising in Adams as elsewhere, but in many communities an absolute housing shortage and pressure from special demands, such as groups of students competing with low-income families, are raising rents at an exceptional rate. This is not the case in Adams.

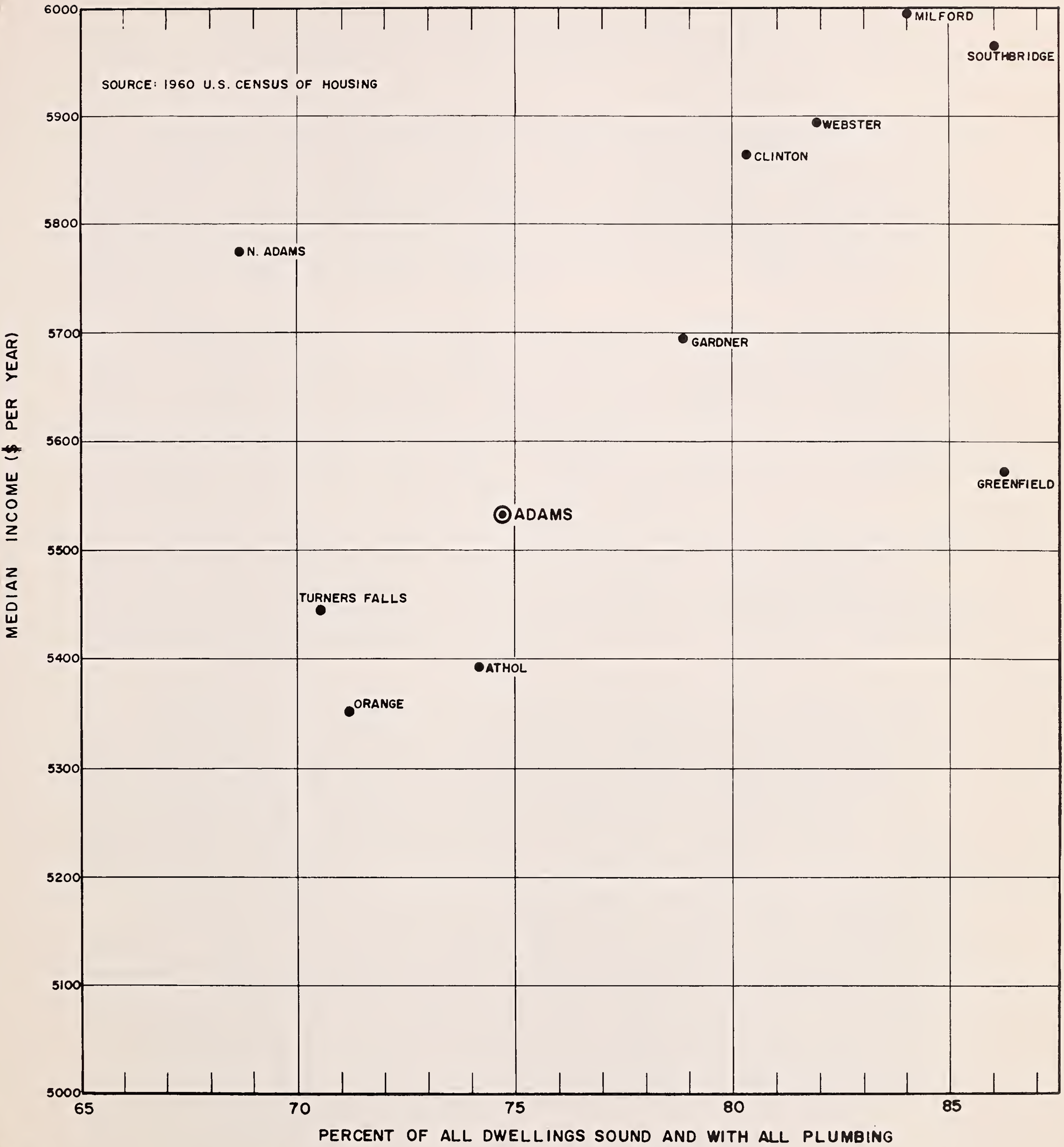
Neither is there any likelihood of large destruction of dwelling units. Phase II renewal is estimated to affect not more than 175 dwelling units. Route 8 is unlikely to displace more than a handful of homes. No other major public or private efforts are likely to seriously deplete the town's supply of housing.

OBSTACLES TO PROBLEM RESOLUTION

Lack of economic resources

The chief obstacle to overcoming the problem of inadequately housed families in Adams is inadequate family income. Figure 2 uses a sample of communities similar to Adams to illustrate the not-surprising fact that dilapidation and income go hand in hand, with almost no exceptions. Communities with higher incomes have a larger share of sound housing. Adams has a relatively low-income population, even among similar communities, and as a result has a relatively large amount of housing in poor condition. There is also a circular effect. The presence of low cost housing, even in poor condition, attracts and holds a low-income population.

Decent housing has certain inevitable costs. It must be heated and maintained. No matter how old, it has a capital value and that value must be given a fair return. Public services



SOURCE: 1960 U.S. CENSUS OF HOUSING

1960 COMMUNITY INCOME VS. HOUSING CONDITION

normally paid for through property taxes must be rendered the property and its occupants, and these services must be paid for, either by or in behalf of the occupants, or else by the community at large.

Average weekly earnings of workers holding production jobs in manufacturing in Adams and North Adams was estimated at $104.01 in June, 1969,[1] lower than in 5/6 of the Massachusetts labor markets surveyed. After withholding taxes, a married man with 2 children earning $104.01 has $91.60 to take home. In theory, he can afford to spend up to 20% of that income on housing, or just over $18 per week, about $80 per month, including utilities. This is less than the welfare allowance for housing.

Without aid, $80 per month won't cover either rental or purchase of new housing, and under so-called "moderate income" programs of HUD, is still inadequate to pay the unsubsidized portion of the cost of new housing. However, with care, the family living on an average manufacturing job wage should be able to command and maintain decent housing in Adams, though it won't be new, spacious, or elegant, and more than 20% of income is likely to be spent on housing (about 30% is average at that income).

Many, of course, have less than the average. Some earn less than $104 per week, or are able to work only intermittantly, reducing annual income. Some are retired, or handicapped, or have no male wage-earner in the household. Some have extraordinary medical or other expenses, so that they can't afford to allocate even 20% of their income to housing.

In many such cases, the amount families can afford to pay for housing is inadequate to maintain housing in a decent condition and pay real estate taxes, even if the property itself were free. The real issue for the bulk of the 600-700 families in poor housing because of limited income is not slumlords, capital gains being made on land values, negligence, insensitivity, or ignorance, though examples of each of these can be found. The real issue is lack of sufficient income to maintain decent housing.

Higher-paying industries could help relieve the problem, by enabling more workers to earn enough to support better housing, but this still leaves out those families without an employed wage-earner. For them, additional real income must be provided in another way, whether through welfare, guaranteed income, charity, or housing subsidy, or those families must continue to consume community capital through allowing the housing they occupy to deteriorate. The process of capital consumption through housing deterioration has gone on for decades in Adams, and the result is some very serious problems.

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[1] Massachusetts Department of Labor and Industries.

Lack of concurrence on housing as a public purpose

All discussions of housing in Adams have made clear that the community is far from concurrence on the ethical propriety of public aid to housing, and neither this nor any other paper of this sort will change that. The lack of concurrence on better housing as a public purpose is a major obstacle to action.

Only in 1968 did Adams establish a Housing Authority. So far, only Housing for the Elderly has enough support to be concretely moving forward. Proposed 221d3 (now Section 236) multi-family housing in first phase renewal has escaped attack on subsidy grounds chiefly because few locally appear to realize the subsidies involved.

A broad range of means of public aid to housing are now available. Their use in Adams will be constantly constrained by the difficulty of gaining local acceptance.

Lack of choice of sites

Although most of Adams is vacant land, sites attractive for development of new low-cost housing are few, as the Housing Authority has already found. Zoning is a minor constraint, but proposed revisions will eliminate that as a problem. The basic difficulty in site location lies in the duality of Adams, with a suitable but fully developed core surrounded by land which is available but in most cases unsuitable for most types of low-income housing.

Lack of Sponsors

Many of the available forms of housing aid from the state and federal governments move through private sponsors, often non-profit organizations. In larger metropolitan areas, such organizations have played a leading role in both housing rehabilitation and construction of moderate-income housing.

No such sponsoring organizations exist in Adams or in Northern Berkshire County. A community the scale of Adams-North Adams-Williamstown might barely be large enough to support a sponsoring organization, but more appropriate scale for such effort would be county-wide.

Slow Growth

Few homes are built in Adams annually, and there is virtually no net community growth. This presents several obstacles to improving housing conditions. First, there is an inadequate market to support any large-scale housing program, yet a certain

scale is required for economy. Housing in the Phase I renewal area has been handicapped by its small scale, 50 units, which makes it unattractive to many developers because of management and overhead costs. The annual middle-income rental housing market in Adams has been estimated in the Land Use Marketability study done for Phase I Renewal at 80 units. That is a tiny market.

This small, slow market also means that there is little chance for units to become available to lower-income families as higher-income families move up in their housing. This "trickling down" process never works terribly well, but it works almost not at all, given the stability of Adams.

HOUSING OBJECTIVES

Housing objectives for the next two to three years can be most simply stated as carrying through with initiatives already taken. Suggested objectives comprise the following:

1) Erect the first publicly-aided housing in Adams. This should provide between 40 and 65 units of state-aided housing for the elderly.

2) Erect the first subsidized moderate-income housing in Adams. This should provide about 60 units of private housing, located in the Phase I Renewal area, financed with federally subsidized mortgages.

3) Amend zoning to broaden the range of alternatives for the location of low-cost housing.

4) Participate in a regional housing study. The Berkshire County Regional Planning Commission has initiated a county-wide housing study which can give perspective to Adams efforts and can possibly lead to regional means of implementing local objectives.

Over a longer period, say the six years covered by the Capital Improvements Program, broader objectives for Adams housing can be stated:

1) Make available centrally-located sites for low and moderate-income housing, presumably through Phase II Renewal.

2) Provide a total of 300 publicly-aided dwelling units, enough to meet perhaps half of the demonstrable need in Adams. One hundred or so of these units might well be housing for the elderly, including those now planned, but the remaining 200 units

should be for families, especially large families, for whom housing is a problem even with a fair-sized income.

3) Eliminate 300 substandard dwelling units. About one-third of these might be demolished, principally in the Phase II renewal program, but the remaining two-thirds should be retained and upgraded so that they are no longer substandard. The number of substandard units eliminated should be no larger than the number of subsidized units which are created.

4) Establish a regional sponsoring organization for moderate-income housing. This may well happen as a result of the county-wide study effort.

5) Establish a regional source for technical help to housing authorities, aiding them in wading through the maze of programs, regulations, and mysteries of where money is this year.

6) Support local and regional economic development efforts aimed at raising wage levels in Adams from the present standing of 28 out of 35 centers studied.

IMPLEMENTING ACTIONS

Actions already taken in Adams towards accomplishing housing objectives are substantial. For some years the town has had a systematic housing inspection program, which serves well to encourage the improved maintenance of housing, and in some cases can lead to either substantial upgrading or demolition. The town has the full set of codes and bylaws, and is moving to strengthen them. The Master Plan has been periodically updated. Urban Renewal has been used to provide a site for moderate-income housing, and planning for a second renewal effort has begun. Perhaps most significantly, a Housing Authority has been established and is in full operation.

Concretely, the specific next steps to achieve the six-year objectives should include the following:

1) Execute the presently planned program of developing a 40-65 unit housing development for the elderly.

2) Based on response to that project, a second elderly project may well be justified by demand, and if that is so, that project also should be undertaken, and would be perfectly consistent with this program.

3) Execute the presently planned moderate-income housing

project in the Phase I renewal area. This will provide some 60 dwelling units for small families.

4) In addition to the above, 150 subsidized units should be provided, using a variety of programs. The precise programs suitable change almost annually, depending on actions in Congress and in the General Court, so citing them here would be of little lasting value. The crucial issue is that programs such as that contemplated for the housing in the Phase I Renewal area (first 221d3, now Section 236) which only subsidize interest rates for moderate-income families don't reach down to a large part of the problem in Adams.

True low-income housing for normal-sized and large families is required, in good condition and at rents not exceeding welfare allowances. The best present means of achieving this may well prove to be either or both the federal and state programs for leasing individual units of private housing through the Housing Authority (federal Leased Public Housing, Section 23 of Housing Act of 1937, state Chapter 707, acts of 1966). Under either of these, housing can feasibly be made available to the very lowest-income families without creating a monolithic low-income "project," without stigma, and with the positive benefit of encouraging up-grading of existing substandard housing.

A new federal program (Section 235) provides interest-rate subsidies for the purchase of single-family homes by low-income families. Locally, banks haven't been enthusiastic about it, and it hardly is a panacea, but the program should be kept in mind as an important option, especially in conjunction with other possible programs, such as industrialized housing ("The Berkshire House").

5) Phase II Urban Renewal is at too early a stage for final evaluation, but is clearly of potentially crucial importance in improving housing conditions. Some 175 dwelling units exist in the proposed renewal area today, virtually all of them having deficiencies. Through renewal, these dwellings could be removed from the substandard housing supply, either through rehabilitation or demolition.

In addition, the Renewal Area is one of three areas in Adams where serious environmental problems harm living conditions. Renewal also could address those problems.

Finally, if environment can be made suitable, as it was in Phase I Renewal, Urban Renewal can provide well-located sites for the development of new housing, which through the use of subsidized land cost, subsidized interest rates, and if need be, subsidized

rentals can be made available to low-income families. The proposal that the AHA rent some units in the housing to be built in Phase I Renewal is in fact just this type of aid "piggybacking," the only way new housing can feasibly reach low-income families.

At this writing, planning for Phase II Renewal is in full swing. When that planning is done will be the appropriate time to decide on implementing actions.

6) Systematic housing inspection should continue substantially unaltered. The Board of Health and the Building Inspector have a program under which all housing in the town gets inspected over a five year period. Faults found are first reported to the owner, and efforts to effect remedies with means short of official violation notices are generally successful. The program has resulted in substantial improvements. A less strenuous program would accomplish less, a more strenuous one would work hardship on tenants and owners alike, who lack resources to move more rapidly than they now are.

Concentrated Code Enforcement is one tool in the set dealing with housing. In this program, the federal government underwrites extra inspection costs and shares in street and utility improvement costs for an intensive effort to bring a part of the town uniformly up to standard. The federal government also makes low-interest loans and in some cases grants available to homeowners to finance the required improvements.

Until more housing in standard condition is available at low cost, use of such a program in, for instance, the Summer Street area, would in our judgement create more of a housing crisis than it would solve, for even with low-interest loans available, the result of such a program is likely to be the substantial raising of rents for many dwellings now occupied by families who can pay no more than they now do.

If the housing goals for the next six years are met, Concentrated Code Enforcement might then come into play, for with an adequate availability of housing, it can be a useful tool. We suggest that at this time it be neither dropped from consideration nor applied.

7) The 1959 Master Plan suggested five urban renewal projects, to be completed by 1970. Merely designating an area as an urban renewal possibility may well depress it. For us to reaffirm those 1959 designations now could lead to further depression.

In 1959 the housing issue was described in terms of removing blight. By now it should be clear that the real issue in Adams isn't removing blight, but rather building better housing within reach of all. Unlike large cities, Adams does not suffer large areas where hope has been destroyed, and it does not lack land. Redevelopment, therefore, is less central to housing in Adams than in New York or Boston.

At this time we see no justification for contemplating Renewal Phase III, and certainly no justification for alarming an area by designating it a decade in advance for such treatment. Rather, we can now aim at improving conditions through the less coercive methods discussed earlier. If after six years or so the hope that Renewal Phase III isn't needed proves unfounded, the issue can then be reexamined.

8) A non-profit housing sponsor is badly needed. Renewal Phase I has amply demonstrated that building moderate-income housing in Adams isn't terribly attractive to commercial organizations, but the town has few greater needs than the building of such housing.

A regional housing study is now underway. It may well suggest a regional housing sponsorship organization. Adams should use its membership in the regional planning organization to advocate such a step, for Adams alone, and even Northern Berkshire, is probably too small to support such an organization competently.

PLANNING ACTIVITIES

Housing in Adams has received and is receiving a great deal of study. The Berkshire County Regional Planning Commission has engaged Urban America to undertake a housing study of the County. The ARA is now studying housing in the Phase II Renewal Area. The newly-formed AHA has been undertaking a study to evaluate its own program, and in 1967 a detailed housing study was published by the Adams Housing Needs Study Committee. The 1959 Master Plan evaluated housing conditions. Finally, there is this study.

By 1971, substantial new information will be available from the 1970 U.S. Census, the County-wide study, and the Phase II Renewal Study. Rental experience with housing for the elderly and with moderate-income housing in Phase I Renewal should be available. The first major confrontation between the housing inspection program and a large owner should have been resolved. Accordingly, during 1971 a study in substantially this same format should be undertaken as a reevaluation of major directions for housing efforts. This might be done by the Planning Board, would

require consultant assistance, and would likely cost in the vicinity of $2000. A continuing planning program has been recommended elsewhere for the Town. This might well become a part of that program.

Except for that study, the need in Adams is not for studies but rather for follow-through on steps already taken. The town of Adams has moved positively to deal with housing through a housing authority, renewal, code enforcement and planning. If the movement keeps up, the town could well prove an exemplar for other communities faced with similar problems.

DATA

To this point, this report has avoided data, but in fact is based on masses of numbers, summarized herewith. Table 1 uses 1960 Census data to compare Adams with North Adams, whose housing problem is worse, and with Massachusetts as a whole, where housing is generally newer, costlier, and better.

Table 2 breaks Adams into 12 neighborhoods, essentially the same as those in the 1959 Master Plan, but splitting the central area more finely, and joining some outlying neighborhoods which are large in area but small in number of dwellings. The tables show housing conditions, as estimated from our 1968 field surveys. The results are not surprising. They illustrate that the greatest concentration of poor housing is in the central area, but that poor housing is also found throughout the town.

TABLE #1 HOUSING COMPARISONS

	Adams # Units	No. Adams	Mass.	Adams %	No. Adams %	State %
Year Built	4,023	6,743	1,690,950	100	100	100
1955-60	175	98	151,633	4	1	9
1950-54	234	269	156,246	6	4	9
1940-49	158	235	124,801	4	3	7
1939 or earlier	3,456	6,106	1,258,270	86	93	75
Value (Owner Occupied	1,335	2,194	670,572	100	100	100
Less than 5,000	54	142	20,813	4	6	3
5,000 to 7,400	143	300	44,659	11	14	7
7,500 to 9,900	252	472	78,827	19	21	12
10,000 to 12,400	321	532	124,213	25	24	19
12,500 to 14,900	269	339	129,441	19	15	19
15,000 to 19,900	199	275	161,520	15	13	24
20,000 to 24,900	64	98	57,536	4	4	9
25,000 or more	33	36	53,553	3	3	8
Median	$11,700	10,900	13,800			
Gross Rent (Renter Occupied)	1,711	3,452	676,336	100	100	100
Less than $20.00	-	4	1,706	0	0	0
20-39	239	346	40,249	14	11	6
40-59	753	1,067	138,710	44	31	21
60-79	491	1,502	204,462	29	43	29
80-99	136	379	156,582	8	11	23
100-119	16	54	69,503	1	2	10
120+	12	4	45,649	1	0	8
No Cash Rent.	64	69	19,485	3	2	3
Median	56	63	75			
Condition (Total)	4,023	6,743	1,690,950	100	100	100
Sound	3,223	4,843	1,469,521	76	72	86
Deteriorating	672	1,637	180,219	16	24	11
Dilapitated	128	218	41,210	8	4	3
Homeowner Vac.	12	19	10,283	.9	.9	1.5
Rental Vac.	131	157	35,556	7.8	4.4	5.3

Source: 1960 U.S. Census of Housing.

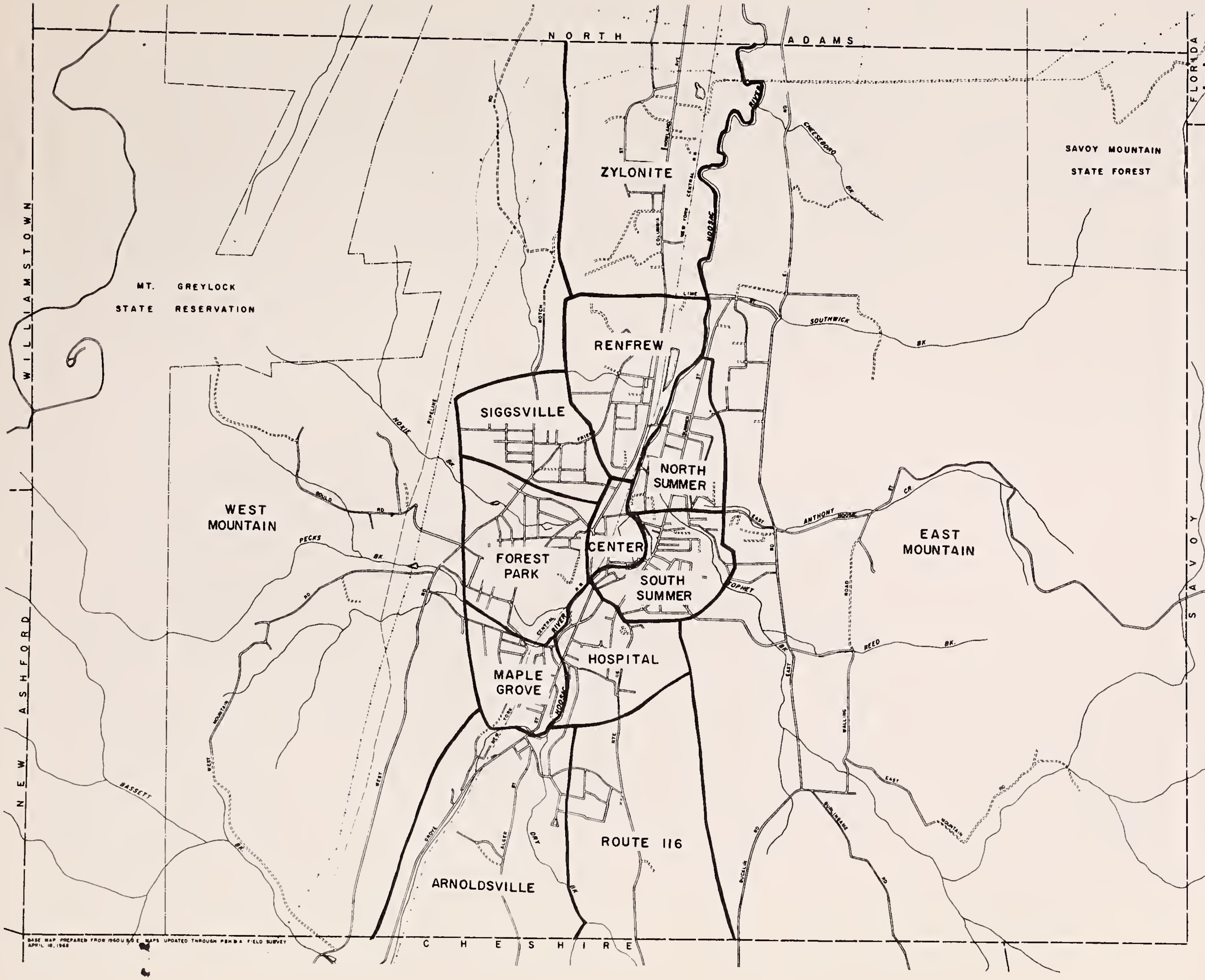
TABLE #2 NEIGHBORHOOD ANALYSIS

	NEIGHBORHOOD												
	East Mountain	West Mountain	Zylonite	Siggsville	Renfrew	Forest Park	Center	Summer Street	Maple Grove	Hospital	Arnoldsville	Route 116	Total
Total Housing Units	48	298	204	254	559	412	153	1143	405	332	224	80	4112
Ave. Net Density (units/acre)	1-	1-	6.7	6.2	10.0	6.8	16.3	10.0	7.7	6.3	5.3	1.3	6.9
Housing Condition													
Number of dwelling units													
Faultless	23	170	65	170	106	256	3	296	149	115	103	74	1530
Need Minor Repair	11	62	82	51	108	111	36	362	115	90	50	4	1082
Need Major Repair	10	55	52	30	343	43	94	456	119	113	54	0	1369
Dilapidated	4	11	5	3	2	4	20	29	22	14	15	2	131
Percent of town total													
Faultless	1	11	4	11	7	17	0	19	10	7	7	5	100
Need Minor Repair	1	6	7	5	10	10	3	35	11	8	5	0	100
Need Major Repair	1	4	4	2	25	3	7	33	9	8	4	0	100
Dilapidated	3	8	4	2	2	3	15	20	17	11	12	2	100
Total	1	6	5	6	14	10	4	28	10	8	5	2	100
Percent of Neighborhood Total													
Faultless	48	57	32	67	19	61	2	26	36	35	46	92	37
Need Minor Repair	23	21	40	20	19	27	23	31	28	27	22	5	26
Need Major Repair	21	18	25	12	61	11	61	40	29	35	24	0	33
Dilapidated	8	4	3	1	1	1	14	3	7	3	7	3	4
Total	100	100	100	100	100	100	100	100	100	100	100	100	100

Source: 1968 PBH & A exterior field survey.

NEIGHBORHOODS

SOURCE: PBH & A. STUDIES AND
1959 MASTER PLAN



ADAMS

MASSACHUSETTS
ADAMS PLANNING BOARD

THIS MAP WAS PREPARED FOR THE ADAMS PLANNING BOARD AND THE MASSACHUSETTS DEPARTMENT OF COMMERCE AND DEVELOPMENT AND WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED

PHILIP B. HERR & ASSOCIATES
230 BOYLSTON ST. BOSTON, MASS. 02116

FUTURE ZONING

Adams Planning Board
March, 1970

A completely new zoning bylaw has been drafted for Adams as a part of this study. Although its language and structure are completely new, its provisions are not radically different from the present ones, and for most properties, the new zoning would, if adopted, mean virtually no change.

Numerous minor problems have developed with zoning in Adams in the decade since the present Bylaw was adopted in 1960, which is quite usual and understandable. Fortunately, no major problems have developed, so the substance of the present bylaw can be taken as a good base on which to build.

Most of the zoning problems brought to our attention or evidenced by our studies result from difficulties in interpretation of the bylaw, whether the difficulties lie between the town and private land owners, or between different town officials. After some study, we decided that the best way to remedy that is through developing an entirely new integrated format and new language, rather than through drafting dozens of patches to the present structure.

In addition, the Bylaw as it stands lacks certain devices common to most modern bylaws, most important of which are environmental controls. Proposed in the new Bylaw are specific standards governing noise, air pollution, electromagnetic disturbance, planting and landscaping requirements, regulation of earth removal, and requirement of soil restoration.

Two new provisions provide flexibility and mixed-use development. "Cluster Zoning" allows single-family house lots to be smaller than otherwise permitted, provided that the space thereby saved is set aside for permanent open space or recreation space. "Planned Development" combines that provision with permission to develop commercial activities in residential zones under carefully controlled circumstances, (though only in large developments).

Some map changes are proposed. The largest area change is for the eastern mountains. They are now zoned to allow half acre lots. We propose double that requirement, making the east side regulations comparable to the west side ones now existing. A few minor boundary changes are advocated to either better align zoning with utilities patterns, better align zoning with development already in place, or to simplify the map or its district definitions.

The new Bylaw is about twice as long as the present one, and in many ways more complex. Clarification of many disputed areas and addition of new provisions virtually assures that this will be the case. We know of no way to make the Bylaw shorter or simpler and still satisfy all the interests expressed locally for bylaw improvement.

The Proposed Bylaw can be used in either of two ways. First, it can be considered a "Master Plan" for zoning, to serve as a guide to incremental zoning change over the years. Conceivably, map amendments might be adopted at one time, cluster zoning and planned development at another, landscaping requirements at another, and the overall format revised at yet another. Alternatively, an attempt might be made to get the whole proposed Bylaw adopted as a "package", a procedurally simpler but politically more difficult route.

The best procedure can only be determined after these proposals have been more widely aired. It is worth noting, however, that the town has already started on the incremental route. A number of the component pieces of this bylaw have earlier been broken out for separate consideration.

Provisions for nursing and convalescent homes were drafted in 1968 in the form of an amendment to the present zoning, and were then adopted. Sign regulations were lacking in the 1960 zoning, were drafted in the form of an amendment to the present Bylaw in 1968, and adopted last year. Similarly, memos have been drafted on noise, litter and smoke standards, enforcement, swimming pools, home occupations, and the Forest Recreational District. These provide an example of how an incremental process might work.

Zoning has proven its value in a decade of use in Adams. The town should now move to tune its provisions with the new needs of the '70s.

PROPOSED ZONING BYLAW

TOWN OF ADAMS

June 24, 1969

Revised March, 1970

Prepared for the
Adams Planning Board

Philip B. Herr & Associates, Planning Consultants
230 Boylston Street, Boston, Massachusetts 02116

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ARTICLE I ADMINISTRATION AND PROCEDURE

1100. Purpose - The purpose of this Bylaw is to promote the health, safety, convenience, morals and welfare of the Town of Adams as authorized by the General Laws of the Commonwealth of Massachusetts, Chapter 40A, and any amendments thereof.

1200. Administration

1210. This Bylaw shall be administered by the Selectmen through the Building Inspector appointed by them, with the exception of Section 3500, which shall be enforced by the Police Department. No building shall be erected or externally altered, and no use of land or a building shall be begun or changed without a permit having been issued by the Building Inspector. No premises shall be equipped or used without an occupancy permit signed by the Building Inspector. No such permits shall be issued for construction or use in violation of any provision of this Bylaw. Construction permits shall become invalid two years from date of issue.

1220. Applications for zoning permits shall be accompanied by two prints of a plan of the lot, drawn to scale, showing the actual dimensions of the lot and the exact location and size of any existing or proposed buildings, and showing streets and ways adjacent to the lot.

A copy of plans for any application involving four or more dwelling units, or 5,000 square feet or more of new construction, shall be forwarded by the Building Inspector to the Planning Board for their review regarding compliance with the intent of this Bylaw. No permit shall be issued within 20 days of forwarding such plans without receipt of a report thereon from the Planning Board.

1230. The Building Inspector may institute appropriate legal proceedings to enforce the provisions of this Bylaw or to restrain by injunction any violation thereof, or both; and shall institute and take any and all such action as may be necessary to enforce full compliance with any and all of the provisions of this Bylaw.

1240. Following thirty days notice of such violation, any person violating any of the provisions of this Bylaw may be fined not more than $50 for each offense, except not more than $5.00 for each offense under Section 3500. Each day that such violation continues shall constitute a separate offense.

1300. Board of Appeals

1310. The Board of Appeals shall consist of five members and three associate members, who shall be appointed and act in all matters under this Bylaw in the manner prescribed by Chapter 40A of the General Laws as amended, and shall also serve as the Board of Appeals established under Section 31 of the Building Bylaws of the Town of Adams, and shall also serve the duties prescribed by Section 81-Z of Chapter 41, General Laws (subdivision control).

1320. The Board of Appeals shall have and exercise all the powers granted to it by said Chapter 40A and this Bylaw. Those powers comprise:

1321. Appeals - To hear and decide appeals taken by any person aggrieved by reason of his inability to obtain a permit from any administrative official under the provisions of Chapter 40A, General Laws, or by any officer or board of the Town, or by any person aggrieved by any order or decision of the Building Inspector or other administrative official in violation of any provision of Chapter 40A, General Laws, or by this Bylaw.

1322. Special Permits - To hear and decide applications for special permits for exceptions as provided in this Bylaw, subject to any general or specific rules therein contained, and subject to appropriate conditions or safeguards imposed by the Board.

1323. Variances - To authorize upon appeal, or upon petition in cases where a particular use is sought for which no permit is required, with respect to a particular parcel of land or to an existing building thereon, a variance from the terms of this Bylaw where, owing to conditions especially affecting such parcel or such building but not affecting generally the zoning district in which it is located, a literal enforcement of the provisions of this Bylaw would involve substantial hardship, financial or otherwise, to the appellant, and where desirable relief may be granted without substantial detriment to the public good and without nullifying or substantially derogating from the intent or purpose of this Bylaw, but not otherwise.

1330. Repetitive petitions for exceptions, appeals and petitions for variances, and applications to the Board of Appeals shall be limited as provided in Section 20 of Chapter 40A, G.L.

1340. Application for Special Permits or Variances shall be accompanied by a plot plan drawn to scale, showing existing and proposed structures, and other relevant conditions.

1400. Special Permits From Selectmen

1410. In certain cases indicated in Section 2300, Special Permits are to be acted upon by the Board of Selectmen.

1420. The procedure to be followed in such cases shall be the same as provided in Section 1322 for the Board of Appeals regarding Special Permits, with the Selectmen taking all actions indicated therein for the Board of Appeals.

1430. Two copies of the application and of all plans required shall be transmitted by the Selectmen to the Planning Board for review and recommendation. No decision shall be made by the Selectmen prior to receipt of such recommendation unless 20 days has lapsed since transmittal of the application to the Planning Board.

1500. Amendments - This Bylaw may from time to time be changed by amendment, addition or repeal by the town meeting in the manner provided in Sections six and seven of Chapter 40A, and repetitive proposals for amendment shall be governed by Section eight of Chapter 40A of the General Laws, and any amendments therein.

1600. Validity - The invalidity of any section or provision of this Bylaw shall not invalidate any other section or provision thereof.

1700. Applicability - Where the application of this Bylaw imposes greater restrictions than those imposed by any other regulations, permits, restrictions, easements, covenants or agreements, the provisions of this Bylaw shall control.

1800. Effective Date - This Bylaw shall take effect when, following adoption by the Town, it is approved by the Attorney General of the Commonwealth of Massachusetts, and is published or posted, as provided by law. Upon its effective date, it shall supersede the Zoning Bylaw and all amendments to it previously in effect.

ARTICLE II USE AND INTENSITY REGULATIONS

2100. Establishment of Districts

2110. For purposes of this Bylaw, the Town of Adams is hereby divided into the following types of districts:

Residence District.........R1
R2, R2A, R2H
R3, R3A, R3H
R4
Business District..........B1
B2
B3
Industrial District........I
Flood Plain District.......F

The boundaries of these districts are defined and bounded on the map entitled "Zoning Map, Adams, Mass.", on file with the Town Clerk. That map and all explanatory matter thereon is hereby made a part of this Bylaw.

2120. Except when labelled to the contrary, boundary or dimension lines shown approximately following or terminating at street, railroad, or utility easement center or layout lines, boundary or lot lines, or the channel of a stream, shall be construed to be actually at those lines; when shown approximately parallel, perpendicular, or radial to such lines shall be construed to be actually parallel, perpendicular, or radial thereto. When not locatable in any other way, boundaries shall be determined by scale from the map.

2130. Where a district boundary line divides any lot existing at the time such line is adopted, the regulations for any district in which the lot has frontage on a street may be extended not more than thirty feet into the other district. Required lot dimensions shall be those of the district in which the lot has the greatest frontage.

2140. When a lot in one ownership is situated in part in the Town of Adams and in part in an adjacent municipality, the provisions of this Bylaw shall be applied to that portion of the lot lying in the Town of Adams in the same manner as if the entire lot were situated therein.

2200. Use Regulations

2210. No building or structure shall be erected or used and no premises shall be used except as set forth in the "Use Regulations Schedule," or as exempted by Section 2400 or by statute. Symbols employed shall mean the following:

Yes - A permitted use
No - An excluded or prohibited use
SP - Use authorized under special permit as provided for in Section 1322 herein.
SPS - Use which may be authorized under Special Permit by the Selectmen. Application must be accompanied by plans prepared by a registered architect or engineer showing location of all proposed structures, drives, parking, landscaping, and drainage, plus elevations and sections drawn to a scale of at least 1/8 inch to the foot.

2220. Special Permits shall normally be granted unless, because of a condition peculiar to the particular case but not generally true for similar permitted uses on other sites in the same district, it appears that nuisance, hazard, or congestion will be created, or for other reasons there will be substantial harm to the neighborhood or derogation from the intent of the By-law.

2230. Where an activity might be classified under more than one of the following uses, the more specific classification shall determine permissibility; if equally specific the more restrictive shall govern.

2300. Use Regulation Schedule

2310. RESIDENTIAL USES

	R-1	R-2 R2A R2H	R-3 R3A R3H	R-4	B-1	B-2	B-3	I	F
One-family detached dwelling	YES	YES	YES	YES	NO	NO	NO	NO	NO
Conversion of one-family to two-family dwelling	YES	YES	YES	YES	NO	NO	NO	NO	NO
Conversion of one-family to more than two-family dwelling	SP	SP	SP	SP	SP	SP	NO	NO	NO
New two-family dwelling	SP	SP	YES	YES	NO	NO	NO	NO	NO
Garden Apartment	NO	SPS[3]	SPS[4]	SPS	SPS	SPS	NO	NO	NO
High-rise apartment	NO	SPS[5]	SPS[6]	SPS	SPS	NO	NO	NO	NO
Boarding, lodging or tourist homes	SP	SP	YES	YES	YES	YES	YES	NO	NO
Hotel, motel, motor inn[7]	SPS	SPS	SPS	NO	YES	YES	YES	YES	NO
Mobile home parks[8]	SP	SP	NO	NO	NO	NO	NO	NO	NO
Campgrounds[8]	SP	SP	NO	NO	NO	NO	NO	NO	SPF
Mobile homes, except within mobile home parks or campgrounds[8]	SP	SP	NO	NO	NO	NO	NO	NO	NO
Camping or tenting, except within campground or by children in own yard	NO	NO	NO	NO	NO	NO	NO	NO	NO

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[3] In R2A or R2H districts only, no otherwise

[4] In R3A or R3H districts only, no otherwise

[5] In R2H districts only, no otherwise

[6] In R3H districts only, no otherwise

[7] See also Resort in Sec. 2330

[8] See Section 4200

2320. COMMUNITY SERVICE USES

	R-1	R-2	R-3	R-4	B-1	B-2	B-3	I	F
Religious, sectarian or denominational schools, buildings, uses	YES	YES	YES	YES	YES	YES	YES	YES	SPF
Municipal use not elsewhere more specifically covered	YES	YES	YES	YES	YES	YES	YES	YES	NO
Public utility facility servicing exclusively the immediate neighborhood	YES	YES	YES	YES	YES	YES	YES	YES	SPF
Servicing a broader area	NO	NO	NO	NO	SP	YES	NO	YES	SPF
Nursing, convalescent or rest home, or hospital	SPS[9]	SPS[9]	SPS	SPS	SP	SPS	NO	NO	NO
Cemetery	SP	SP	SP	SP	NO	SP	SP	SP	SP
Club or lodge, except one whose chief activity is customarily carried on as a business	NO	NO	SP	SP	YES	YES	YES	NO	NO
Animal hospital, dog kennel; provided that lot area is not less than two acres, and no structure is placed within 150 feet of a street or lot line	SP	NO	NO	NO	SP	SP	NO	SP	NO
Nursery schools	NO	SP	SP	SP	YES	SP	NO	NO	NO
Other private, non religious, sectarian or denominational schools	SP	SP	SP	SP	YES	YES	YES	YES	NO
Philanthropic institutions	SP	SP	SP	SP	YES	YES	SP	SP	NO
Airport, heliport	NO	NO	NO	NO	SP	SP	SP	SP	SPF

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[9] Not less than 3000 sq. ft. lot area per patient plus 3000 sq. ft. lot area per employee.

2330. OPEN USES

	R-1	R-2	R-3	R-4	B-1	B-2	B-3	I	F
Farm									
With livestock	SP	SP	NO	NO	NO	NO	SP	YES	YES
Without livestock	YES	YES	YES	SP	NO	SP	SP	YES	YES
Greenhouses	YES	SP	NO	NO	NO	NO	SP	YES	YES
Wildlife areas or reservations; private boating, skating or swimming for residents of the neighborhood, with active use areas not less than 50 feet from lot lines other than water lines	YES	YES	YES	YES	YES	YES	YES	YES	YES
Public or private court games or standard golf courses; public or private boating, skiing, snowmobiling, skating or swimming other than the above, with no facilities located within required yards, or within 10 feet of a lot line other than water lines	YES	YES	YES	YES	YES	YES	SP	YES	SPF
Riding schools, private stable, provided that lot area is not less than two acres, and no structure is placed within 150 feet of a lot line	SP	SP	NO	NO	NO	NO	SP	NO	SPF
Golf driving range or "Par-3" courses	SP	SP	NO	NO	NO	SP	SP	SP	YES
Drive-in theaters, cart-tracks, miniature golf, similar commercial outdoor recreation	NO	NO	NO	NO	NO	SP	SP	SP	YES
Commercial picnic or outing area	YES	YES	NO	NO	YES	YES	SP	YES	YES
Seasonal sale of Christmas trees, wreaths	YES	YES	YES	YES	YES	YES	YES	YES	YES
Supervised camping	SP	SP	SP	NO	NO	NO	NO	NO	YES
Resort	SP	SP	SP	SP	SP	SP	SP	SP	NO

2340. BUSINESS USES

	R-1	R-2	R-3	R-4	B-1	B-2	B-3	I	F
Offices for up to two professionals	NO	NO	SP	YES	YES	YES	NO	YES	NO
Professional building with three or more offices	NO	NO	NO	SPS	YES	YES	NO	YES	NO
Insurance, real estate offices	NO	NO	NO	SPS	YES	YES	NO	YES	NO
Banks, other monetary institutions	NO	NO	NO	SPS	YES	YES	NO	YES	NO
Offices other than the above	NO	NO	NO	SPS	YES	YES	NO	YES	NO
Funeral Home	NO	NO	NO	SP	SP	SP	NO	SP	NO
Restaurant, drive-in	NO	NO	NO	NO	NO	SP	NO	SP	NO
Other Restaurant	SPS	NO	NO	NO	YES	YES	YES	YES	NO
Gift shops, sporting goods sale or lease	NO	NO	NO	NO	YES	YES	SP	NO	NO
Motor Vehicle sales, service, rental, storage	NO	NO	NO	NO	NO	YES[10]	NO	YES[10]	NO
Building tradesmen and contractors	NO	NO	NO	NO	NO	YES	NO	YES	NO
Commercial indoor amusements	NO	NO	NO	NO	YES	YES	SP	YES	NO
Fuel, feed, ice, building materials establishments	NO	NO	NO	NO	NO	YES	NO	YES	NO
Laundry, laundromat under 4000 square feet	NO	NO	NO	NO	YES	YES	NO	YES	NO
Stone mason's yard	NO	NO	NO	NO	NO	YES	NO	YES	NO
Business non-industrial uses other than above	NO	NO	NO	NO	YES	YES	NO	YES	NO

[10] No parking of autos for sale within a required front yard. Car wash must provide space for 15 cars to queue off-street.

2350. INDUSTRIAL USES

	R-1	R-2	R-3	R-4	B-1	B-2	B-3	I	F
Junk Yards, dump	NO	NO	NO	NO	NO	NO	NO	SP	NO
Manufacturing, processing or research, conducted such that the performance criteria of Section 3.200 are conformed to	NO	NO	NO	NO	NO	NO	NO	YES	NO
Freight or transportation terminal facilities	NO	NO	NO	NO	SP	YES	NO	YES	SPF
Bulk storage, warehousing	NO	NO	NO	NO	NO	YES	NO	YES	SPF
Laundry or dry cleaning plant over 4000 square feet	NO	NO	NO	NO	NO	YES	NO	YES	SPF
Commercial radio transmission	NO	NO	NO	NO	NO	SP	NO	SP	NO
Soil Removal (See Sec. 4500)	SP	SP	NO	NO	NO	NO	SP	SP	SPF
Quarrying	NO	NO	NO	NO	NO	NO	NO	YES	NO

2330. OTHER PRINCIPAL USES

	R-1	R-2	R-3	R-4	B-1	B-2	B-3	I	F
Parking of motor vehicles to service a permitted use	SP	SP	SP	SP	YES	YES	YES	YES	YES
Planned Development[11]	SP	SP	NO	NO	NO	NO	SP	NO	SPF
Temporary structures and uses not conforming to this Ordinance	SP	SP	SP	SP	SP	SP	SP	SP	SPF

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[11] See Section 4400

2370. ACCESSORY USES

	R-1	R-2	R-3	R-4	B-1	B-2	B-3	I	F
Garage, parking accessory to permitted use	YES	YES	YES	YES	YES	YES	YES	YES	YES
Parking two or more light commercial vehicles or one or more heavy commercial vehicles, accessory to residential use	SP[12]	SP[12]	NO	NO	YES	YES	YES	YES	YES
Accessory to non-residential use	YES	YES	YES	YES	YES	YES	YES	YES	YES
Parking, storage of agricultural machinery used on the premises	YES	YES	YES	YES	YES	YES	YES	YES	YES
Signs, subject to Section 3300	YES	YES	YES	YES	YES	YES	YES	YES	YES
Manufacturing accessory to retailing, employing not more than four persons, major portion of produce sold on premises	NO	NO	NO	NO	YES	YES	YES	YES	NO
Same, but employing 5-10 persons	NO	NO	NO	NO	SP	SP	NO	YES	NO
Residential uses accessory to industrial establishment	YES	YES	YES	YES	YES	YES	YES	YES	NO
Home occupation in existing dwelling, subject to Section 4100	YES	YES	YES	YES	YES	YES	YES	YES	YES
Retail sale of produce raised on the premises	YES	YES	YES	YES	YES	YES	YES	YES	YES
Storage of camper[13]	YES	YES	YES	YES	YES	YES	YES	YES	YES
Stable, provided not more than 2 horses on 1 acre of land, no structure less than 50 feet from property line	YES	YES	SP	SP	NO	SP	YES	SP	SPF
Other customary accessory uses	YES	YES	YES	YES	YES	YES	YES	YES	YES

[12] But none in excess of the number parked on the effective date of this amendment.

[13] Provided that it is not placed within a required front yard except for loading or unloading.

2300. PROHIBITED USES

	R-1	R-2	R-3	R-4	B-1	B-2	B-3	I	F
Any building or use not expressly permitted by this Bylaw	NO	NO	NO	NO	NO	NO	NO	NO	NO
Any building or use, whether or not otherwise permitted, which may create a hazard to safety or health by reason of materials or processes employed	NO	NO	NO	NO	NO	NO	NO	NO	NO

2400. Non-Conforming Uses - The use of any structure or land lawfully existing at the time of the enactment or subsequent amendment of this Bylaw may be continued although such structure or use does not conform with provisions of this Bylaw, except where discontinuance is specifically called for in this Bylaw, and subject to the following conditions and exceptions:

2410. Abandonment - A nonconforming use which has been abandoned, or discontinued for a period of one year, shall not be re-established and any future use shall conform with the Bylaw, except in the case of land used for agriculture, horticulture, or floriculture where such non-use shall have existed for a period of five (5) consecutive years.

2420. Alterations - A nonconforming structure may not in any twelve-month period be altered, except as ordered by the Building Inspector to make it safe, to the extent that the cost of such alterations exceeds 50% of the market value of the structure as determined by the Building Inspector at the time of the change.

2430. Extension - No increase in the area or extent of the nonconforming use of a structure or land shall be made.

2440. Restoration - In case of destruction or damage by fire or other catastrophe, a non-conforming structure existing at the time of the adoption of this Bylaw may be rebuilt in substantially the form as it was at the time of the destruction or damage, or in any form if within applicable set-back requirements and not larger than previously, provided that reconstruction is started within 12 months and completed within 24 months of the catastrophe.

2450. Changes - Once changed to a more conforming use, no structure or land shall be permitted to revert to a less conforming use. On special permit from the Board of Appeals, the use of premises may be changed from one nonconforming use to another which is no more objectionable to the neighborhood.

2460. Replacement - Replacement of mobile homes or commercial vehicles parked in non-conformity with Section 2300 is not permitted, even where such replacement does not increase the extent of non-conformity.

2500. Intensity of Use Regulations

2510. All buildings hereafter erected in any district shall

be located on a lot such that all of the minimum requirements set forth in the following Table are conformed with, except where specifically exempted by this Bylaw or by General Law.

2520. No existing lot shall be changed in size or shape except through a public taking so as to result in violation of the requirements set forth below.

2530. Certain lots are exempted from some of these requirements through Section 5A, Ch. 40A, G.L. These statutory exemptions are hereby extended to apply to non-conforming lots of any size and to all types of construction in all districts. Section 7A of Ch. 40A, G.L., exempts for some time certain lots on approved subdivision plans.

2540. Uncovered steps, stairs, sills, cornices, or similar architectural features shall not be included in computing floor area, and need not observe yard requirements.

2550. No fence, wall, hedge, shrubbery or other obstruction to vision (other than a principal building) between 2½ and 8 feet above the lowest elevation at the street line shall be permitted on a corner lot within the area of a triangle formed by a line joining points on each front lot line 20 feet from the intersection of the tangents of such streets.

2560. No part of any lot used to satisfy the requirements of this Bylaw for a given building or use shall also be used to satisfy requirements for a different building or use.

2570. Not more than one principal building shall be erected on a lot unless each building thereon is served by access functionally equivalent to that required by the Planning Board under its Subdivision Regulations.

2600. Intensity of Use Schedule

For Principal Use (for apartments see Section 2700)	R-1	R-2	R-3	R-4	B-1[a]	B-2	B-3	I,F
Minimum lot area (sq. ft.)	43,000	14,450	8,450	5,000	0	10,000	10,000	20,000
Minimum lot width (ft.)	150	85	65	50	0	80	80	100
Minimum lot frontage (ft.)	125	70	50	50	0	65	65	85
Minimum front yard (ft.)	40	25	20	20	0	30	30	20
Minimum side yards (ft. each)	30	10	10	3	b	15	b	10
Minimum rear yard (ft.)	30	25	20	3	b	15	25	10
Minimum open space (sq. ft.) (see definition)	30,000	30,000	4,000	2,500	0	0[c]	0[b]	0[c]
Maximum Building Height (ft.)	30	30	30	30	40	30	30	125
For Accessory Use (other than signs)								
Minimum distance from street (ft.)	40	25	20	20	0	30	10	20
Minimum distance from side lot line (ft.)	30	5	5	3	b	b	b	10
Minimum distance from rear lot lines (ft.)	30	5	5	3	b	b	b	10
Minimum distance from principal building (ft.)	20	10	10	5	10	10	10	10
Maximum Lot Coverage	25%	25%	30%	35%	100%	20%	50%	60%

a. Residential uses shall conform to the requirements of the R-4 District

b. When abutting a residence district, 10 feet. None required elsewhere provided that access to the rear of the structure and space for any required off-street loading or parking can be gained by other means. No yard to be less than 10 feet wide if provided.

c. For hotels, motels, motor inns, 500 sq. ft. per sleeping room.

d. Except twice this area for two-family dwelling

2700. Apartment Dimensional Controls

	District	Garden Apt.	High-rise Apt.
Minimum total lot area (sq. ft.)	R2A, R2H	25,000	80,000
	R3, R3A, R3H	20,000	80,000
	R4	10,000	60,000
Min. lot area per dwelling unit (sq. ft.)	R2A, R2H	4,500	3,000
	R3, R3A, R3H	3,000	2,000
	R4	2,500	1,500
Min. open space per d. u. (sq. ft.)	R2A, R2H	2,500	1,500
	R3, R3A, R3H	1,500	1,000
	R4	1,000	500
Min. lot width and frontage	R2A, R2H	125	150
	R3, R3A, R3H	120	150
	R4	70	150
Min. Front yard (ft.)	All	20	40[14]
Min. side yard (ft.)	R2A, R2H	15	40[14]
	R3, R3A, R3H	10	40[14]
	R4	8	40[14]
Min. rear yard (ft.)	R2A, R2H	30	40[14]
	R3, R3A, R3H	20	40[14]
	R4	20	40[14]
Max. lot coverage (%)	R2A, R2H	25	25
	R3, R3A, R3H	30	30
	R4	35	35
Max. bldg. height (ft.)	R2A, R2H	30	no limit
	R3, R3A, R3H	30	no limit
	R4	30	no limit

[14] Increase to height of building where building height exceeds 40 feet.

ARTICLE III GENERAL REGULATIONS

3100. Parking and Loading Requirements

3110. Adequate off-street parking must be provided within a reasonable distance to service all parking demand created by new construction, whether through new structures or additions to old ones, except in the B-1 District, to which these requirements do not apply. Such parking shall be either on the same premises as the activity it services, or within 600 feet on a separate parcel, which may be jointly used with other premises for this purpose if permitted in Sec. 2300. The following minimums must be met unless these are reduced on special permit from the Zoning Board of Appeals, upon determination that special circumstances render a lesser provision adequate for all parking needs.

3120. Schedule of requirements:

a. Dwellings: two spaces per dwelling unit

b. Offices or stores: one space per 150 s.f. leasable floor area or fraction thereof

c. Restaurant, place of assembly: one space per four seats

d. Bowling alley: four spaces per lane

e. Nursing home, hospital: one space per four beds

f. Manufacturing, wholesaling: one space per 1.3 employees per shift

g. Others individually determined.

3130. No off-street parking area shall be maintained within ten feet of a street line, and if servicing a use not allowed in Residential District, not within ten feet of said district bounds.

3140. Not more than one parking area entrance and one exit shall be permitted onto a street per 200 feet of frontage or fraction thereof. Parking areas for six or more cars shall be so designed and located that their use does not require backing onto a public way.

3150. Except in the B-1 District, to which these requirements do not apply, adequate off-street loading facilities and space must be provided to service all needs created by

new construction, whether through new structures or additions to old ones, and by change of use of existing structures. Facilities shall be so sized and arranged that no vehicles need back onto or off of a public way, or be parked on a public way while loading, unloading, or waiting to do so.

3200. Noise, Litter and Smoke Standards

3120. No activity shall be permitted in any business or industrial district unless it can be demonstrated that the following standards will be met:

3220. Except for warning devices, temporary construction work, or other extraordinary circumstances, no noise, sound from public address or other amplification systems, vibration, odor, or flashing shall be perceptible without instruments more than 400 feet beyond the boundary of the lot if in the Industrial district, or more than 200 feet beyond the boundary of the lot if in a Business district. Interferences originating in Business or Industrial districts shall not be perceptible more than 100 feet within a residential district.

3230. Cinders, dust, fumes, gases, radiation, or trash or other waste shall be effectively confined to the premises or disposed of.

3240. Smoke density at the point of discharge shall not exceed #2 of the Ringlemann scale for more than six minutes out of any hour, and at no time shall exceed #3 on that scale.

3250. Lime dust shall not exceed 50 micrograms per cubic meter of air at the property line of any premises.

3260. Total particulate matter measured at all stacks or other points of emission shall not exceed 30 grams per hour per acre of land on the premises.

3270. No activities shall be permitted which emit radioactivity or electrical disturbance adversely affecting the operation of any equipment other than that of the creator of such disturbance. All applicable state and federal requirements shall be complied with.

3280. The Building Inspector may require that the applicant for a facility whose future compliance with these standards is questionable furnish evidence of probable compliance,

whether by example of similar facilities or by engineering analysis. Issuance of a permit on the basis of that evidence shall certify the Town's acceptance of the conformance of the basic structure and equipment, but future equipment changes and operating procedures must be such as to also comply with these standards.

3300. Sign Regulations

3310. Illumination, Motion, Noise Regulations

(a) Signs shall be illuminated only by internal illumination or steady stationary, shielded light directed solely at the sign, without causing glare for motorists, pedestrians or neighboring residential premises;

(b) Except for indicators of time and temperature, no sign or part of any sign shall flash, move, or make noise;

(c) No sign shall be illuminated between the hours of 11:00 P.M. and 7:00 A.M. unless indicating an establishment open to the public during those hours.

(d) Nonconformance with these provisions shall be discontinued within one year of their adoption.

4320. Location Requirements

(a) Signs shall not be painted or posted directly on the exterior surface of any wall but rather shall be affixed to a substantial intermediary removable surface securely affixed to the building;

(b) No sign shall protrude over public property more than four (4) feet.

3330. Temporary Signs

Temporary signs listed below shall be allowed for up to twelve (12) months in any district without necessity of a permit:

(a) An unlighted sign of up to ten (10) square feet indicating parties involved in construction on the premises;

(b) An unlighted sign of up to eight (8) square feet pertaining to lease or sale of the premises;

(c) A sign of up to ten (10) square feet pertaining to a subdivision while under development, only with permission of the Planning Board;

(d) Signs inside display windows covering not more than thirty (30) percent of window area, illuminated by building illumination only.

3340. Permitted Accessory Signs - Residence and Flood Plain Districts

(a) One sign for each family residing on the premises indicating the owner or occupant or pertaining to a permitted accessory use, provided that no sign shall exceed two (2) square feet in area;

(b) One sign not over ten (10) square feet in area pertaining to permitted buildings and uses of the premises other than dwellings and their accessory uses.

3350. Permitted Accessory Signs - Business and Industrial Districts (B-1, B-2 and I)

(a) Signs attached to a building provided that they aggregate not more than twenty (20) percent of the wall area they are viewed with;

(b) Free-standing signs, provided that they aggregate not more than one hundred (100) square feet in area, and are not located in a required side or rear yard;

(c) The total area of all accessory signs, either attached to a building or free-standing, shall aggregate not more than 2½ square feet per foot of lot frontage on the street toward which they are oriented.

3360. Permitted Accessory Signs - Forest Recreation Dist. (B-3)

(a) Signs attached to a building provided that they aggregate not more than ten (10) percent of the wall area they are viewed with;

(b) Free-standing signs, provided that no one sign exceeds one hundred (100) square feet in area, and that there are no more than (2) such free-standing signs.

3370. Permitted Non-Accessory Signs

No billboard or other non-accessory sign shall be permitted. However, a non-accessory directional sign, designating the route to an establishment not on a state highway, may be allowed in any district on Special Permit from the Board

of Appeals, subject to their finding that such sign will promote the public interest, will not endanger the public safety, and will be of such size, location and design as will not be detrimental to the neighborhood.

3380. Administration

(a) No sign, except those specifically exempted by this bylaw, shall be erected without a permit issued by the Building Inspector, application for which shall be accompanied by such scale drawings or photographs as the Building Inspector may require;

(b) Legally non-conforming signs shall be governed by (Section 2400) Non-Conforming Buildings and Uses.

(c) All signs, whether erected before or after the effective date of this bylaw, shall be maintained in a safe condition to the satisfaction of the Building Inspector.

3400. Screening and Landscaping Requirements

3410. Parking lots for 10 or more cars (except cars for sale) shall contain or be bordered within 5 feet by at least one tree per 10 cars, trees to be of 2" caliper or larger, and if within the parking area, to be planted in curbed soil plots allowing not less than 40 square feet of unpaved soil area per tree.

3420. All banks exceeding 15 degrees in slope resulting from site grading shall either be removed and soil retained with a retaining wall, or loamed and planted with vegetative cover sufficient to prevent erosion.

3430. All parking areas for 5 or more cars, all outdoor sales display areas, all mobile home parks, and all commercial outdoor recreation shall be screened from any adjacent residential use or district by densely planted trees or shrubs 3 feet or more in height, or where planting is infeasible, by a wall or fence 5 feet or more in height. Contractors' yards, open storage, and loading service yards shall be similarly screened from any adjacent residential district or use and from any public way from which they would otherwise be visible.

3440. Parking, loading or outdoor sales or display areas, if located between building and street lines, shall be separated from the street by a landscaped (grass or other plant material) and curbed strip not less than 15 feet in width exclusive of land within the street right-of-way.

3500. Unregistered Motor Vehicles

3510. No person shall permit more than one unregistered motor vehicle (see definition) or major part or portion thereof to remain for more than thirty consecutive days within view from any public way or abutting property, on premises owned, occupied or controlled by him, unless duly licensed under the provisions of Sections 58 and 59 of Chapter 140 of the General Laws, or unless written authorization to do so is given by the Board of Selectmen, following an investigation and a report thereon by the Board of Health.

3520. Such authorization shall be granted only upon demonstration of intent to subsequently register such vehicle for personal use, and shall be valid for not more than six months unless extended upon reapplication.

3530. Existing non-conformancy with the provisions of this section shall be discontinued within one year of its adoption.

ARTICLE IV SPECIAL REGULATIONS

4100. Home Occupations - Customary home occupations are permitted on Special Permit from the Board of Appeals as an accessory use if conforming to the following conditions:

4110. No more than twenty-five percent of the floor area of the residence shall be used for the purpose of the home occupation.

4120. The home occupation shall be accommodated within an existing structure without extension thereof.

4130. Not more than two persons not members of the household shall be employed on the premises in the home occupation.

4140. There shall be no exterior display, no exterior storage of materials and no other exterior indication of the home occupation or other variation from the residential character of the principal building other than a sign not to exceed two square feet in area.

4150. No offensive noise, vibration, smoke, dust, odors, heat or glare shall be produced (see Section 3200).

4160. Traffic generated shall not exceed volumes normally expected in a residential neighborhood.

4170. Parking generated shall be accommodated off-street, other than in a required front yard.

4180. A certificate of occupancy shall be applied for and issued by the Building Inspector for such use, following any change in ownership or tenancy.

4200. Mobile Home Parks and Campgrounds

4210. Mobile Home Parks

Mobile home parks shall be operated only under license from the Board of Health and shall conform to the following minimum requirements:

(a) Parcel minimum area to be ten acres.

(b) Each plot shall have a minimum area of 4,000 sq. ft. and shall be serviced with electricity, water, and sanitary drainage suitable for permanent connection.

(c) No mobile home shall be placed within 100 feet of a street line, or within 60 feet of any other lot line.

(d) No mobile home shall be closer to another mobile home or other structure than 10 feet end to end, or twenty-four feet laterally.

4220. Camp Grounds

Camp grounds shall be operated only under license from the Board of Health, and shall conform to the following minimum requirements:

(a) Parcel minimum area to be ten acres.

(b) If each plot is not serviced with water and sanitary drainage, common sanitary facilities meeting all requirements of the Adams Board of Health shall be provided.

(c) No unit for overnight occupancy shall be placed within 75 feet of a street line, or 60 feet of any other lot line.

(d) The development shall comply with all requirements of Article VIII of the Sanitary Code for the Commonwealth of Massachusetts.

4300. Cluster Development

Parcels in excess of ten acres located within the R-1 District may be subdivided and developed with clustered lots, if approved by the Board of Appeals for a Special Permit for Cluster Development. Such approval shall be granted only subject to the following conditions:

4310. The proposed development shall be, in the judgment of the Board of Appeals, superior to a conventional plan in preserving open space for conservation or recreation, utilizing natural features of the land, and allowing more efficient provision of public services; and at least equal to a conventional plan in other respects.

4320. The total number of lots shall not exceed the number of lots into which the land could legally be subdivided were it not for the provisions of this section, to be estimated in the absence of an alternative conventional plan as being equal to 85% of the overall parcel area divided by the lot area requirements for the R-1 District as provided in Section 2500.

4330. The intensity of use requirements of Section 2500 for the R-2 District shall be conformed to for each lot.

4340. The lots for building purposes shall be grouped in a cluster or in clusters, and within each cluster the lots shall be contiguous.

4350. All remaining land in the tract, not contained in building lots or within road rights of way, shall be contiguous, or if not contiguous, in parcels of not less than two acres in each area, having not less than 40 feet of frontage on a street, and of such shape and condition as to be usable for recreation.

4360. All such remaining land shall be either: Acceptable to and deeded to the Town of Adams, or permanently dedicated, by covenant or comparable legal instrument, to the community use of the owners of the lots within the development tract, for recreational purposes only. Building coverage shall not exceed 5% in such dedicated areas. Maintenance shall be permanently assured through an incorporated homes association, operating under a recorded land agreement through which each lot owner in the development is automatically a member and each lot is subject to a charge for a share of the homes association expenses; or through comparable arrangement satisfactory to the Board of Appeals.

4370. Application for a Special Permit for Cluster Development shall be accompanied by a subdivision plan designating streets, lots, parcels to be dedicated, and parcels for community use. A copy of the plan and of the application shall be transmitted by the Board of Appeals to the Planning Board, and to the Board of Health, and no decision on a Special Permit for Cluster Development shall be made within 60 days of application without receipt of a report thereon by both the Planning Board and the Board of Health.

4380. Subsequent to approval of such Cluster Development, no land therein shall be sold and no lot line shall be changed in such way as to increase the number of lots or the extent of non-conformity with the provisions of Section 2500 of this Bylaw.

4390. Prior to development or sale of any lot within a Cluster Development all lots to be so developed shall be shown on a plan recorded in the Registry of Deeds.

4400. PLANNED DEVELOPMENT

4410. The Board of Appeals may grant a special permit for the construction and occupancy of a Planned Development as permitted in Section 2300, subject to the following regulations and conditions.

4420. The intent of Planned Development is to allow relatively intensive use of land, while at the same time preserving open space for conservation and recreation; to introduce variety and choice into residential development; and to facilitate economical and efficient provision of public service.

4430. Applicants for a permit for a Planned Development shall submit to the Board of Appeals four copies of an application and of a plan meeting the specifications for a "Preliminary Plan" as established by the Subdivision Regulations adopted by the Adams Planning Board. Said plan shall also indicate proposed building uses (single-family, multi-family, retailing, etc.), building locations, and development schedule, and shall have been prepared by a landscape architect or registered architect or licensed civil engineer.

4440. Within 48 hours of receipt of the application and required plans, the Board of Appeals shall transmit two copies of all these materials to the Planning Board, and one copy to the Board of Health. The Planning Board and the Board of Health shall submit reports to the Board of Appeals within 60 days of the application date. The Board of Appeals shall make no decision upon the application until receipt of the Planning Board and Board of Health reports, or until 60 days have lapsed since date of application without such report.

4450. In considering Special Permits under this paragraph, the Board of Appeals shall give consideration to the reports of the Planning Board and Board of Health, and to the degree to which the proposed development conforms to the intent of Planned Development outlined in Section 4420 above.

4460. Any Planned Development must conform to the following:

(a) The development shall comprise at least 25 acres.

(b) The total number of dwelling units shall not exceed the number of single-family dwellings for which the tract could otherwise have been developed.

(c) Minimum lot area and frontage requirements for single-family dwellings shall equal 50% of those prescribed by Section 2600 Intensity of Use Schedule. Two-family and multi-family residences and attached single-family dwellings shall be allowed, and shall be located on parcels containing not less than 900 square feet of landscaped open space per dwelling unit, exclusive of parking, and having at least twenty-five feet frontage. Sideyard requirements of Section 2600 shall apply where the Development abuts other property, and are waived elsewhere. Maximum coverage shall be 10% of lot area higher than as prescribed by Section 2600, but all other provisions of Section 2600 shall be complied with.

(d) Retailing, services, and other non-residential activities, if deemed by the Board of Appeals to be primarily servicing the residents of the Planned Development, shall be allowed, provided that not more than 5% of the overall land area of the Development tract is allocated to such use, and at no time does the gross floor area occupied for such uses exceed 5% of the gross floor area of all residential structures occupied within the Development tract. In Forest Recreation Districts, Business and Open Uses may be permitted in addition to the above limitations.

(e) All land not designated for roads, dwellings or business within the Development shall be preserved for recreation, conservation or public use, and shall comprise not less than 20% of the land area within the development tract. Preservation shall be guaranteed through one or more of the following:

(1) Dedication to and acceptance by the Town of Adams.

(2) Dedication to and acceptance by the Adams Conservation Commission.

(3) Dedication, by covenant or comparable legal instrument, to the community use of the owners of the lots within the development tract, for recreational purposes only. Building coverage shall not exceed 5% in such dedicated areas. Maintenance shall be permanently assured through an incorporated home association, operating under a recorded land agreement through which each lot owner in the development is automatically a member and each lot is subject to a charge for a share of the homes association expenses; or through comparable arrangement satisfactory to the Board of Appeals.

(f) Subsequent to approval of such Planned Development, no land therein shall be sold and no lot line or structure altered so as to increase the extent of non-conformity with the provisions of Section 2600 of this Bylaw.

4470. Prior to development or sale of any lot within a Planned Development all lots to be so developed shall be shown on a plan recorded in the Registry of Deeds.

4500. Soil Removal Regulations

4510. General

The removal from the premises of more than 10 yards of topsoil, borrow, sod, loam, peat, humus, clay, sand or gravel, (but not rock) in any 12 month period, except when necessarily incidental to or in connection with the construction at the site of removal of a building for which a permit has been issued within the past six months or for grading or otherwise improving the premises of which such building is a part or for road construction within an approved subdivision, shall not be permitted except in accordance with Section 2350 and with the following conditions and procedures.

4520. Permit from the Board of Appeals.

Written application for a Special Permit must be made to the Board of Appeals. The following shall be conditions for such issuance:

4521. The application shall be accompanied by a plan prepared by a registered Land Surveyor or Engineer showing names and addresses of all abuttors, including those across any street or way, existing grades in the area from which the above material is to be removed, and in surrounding areas, together with the proposed finished grades at the conclusion of the operation, and the proposed cover vegetation and trees.

4522. A performance bond in an amount determined by the Board of Appeals has been posted in the name of the Town assuring satisfactory performance in the fulfillment of the requirements of this Bylaw and such other conditions as the Board of Appeals may impose as conditions to the issuance of its permit.

4523. Before granting a permit, the Board of Appeals shall give due consideration to the location of the proposed earth removal, to the general character of the neighborhood surrounding such location and to the general safety of the public on the public ways in the vicinity.

4530. Removal

4531. Removal shall not take place at any grade less than one foot above the grade level of any adjacent street or way, or below a level that would reasonably be considered a desirable grade for the later development of the area, or below the grades specified on the plan accompanying the permit application.

4532. During removal operations no slope shall exceed one foot vertical rise to one and one-half foot horizontal distance or the natural angle of repose of the material in a dry state, whichever is the lower, except in ledge rock.

4533. Provision shall be made for safe drainage of water, and for prevention of wind or water erosion carrying material onto adjoining properties.

4534. Soil shall not be disturbed within one hundred feet of the boundaries of the premises, excepting at the conclusion of operations if required in order to improve the overall grading.

4540. Restoration

Forthwith following the expiration of withdrawal of a permit, or upon voluntary cessation of operations, or upon completion of removal in a substantial area, that entire area shall be restored as follows:

4541. All land shall be so graded that no slope exceeds one (1) foot vertical rise in three (3) feet horizontal distance and shall be so graded as to safely provide for drainage without erosion.

4542. All boulders larger than one-half cubic yard shall be removed or buried.

4543. The entire area excepting exposed lege rock shall be covered with not less than four (4) inches of good quality loam, which shall be planted with cover vegetation adequate to prevent soil erosion, using either grasses or ground cover, depending upon conditions.

4544. Bond shall not be released until sufficient time has lapsed to ascertain that the vegetation planted has

successfully been established and that drainage is satisfactory.

4550. Additional Conditions

The Board of Appeals may set conditions in addition to the above, including but not limited to: duration of the permit, hours of the day during which removal may take place, hours during which vehicles may leave the premises, and trees to be planted.

4560. Renewal or Renovation of Permit

Permits will be issued for one year periods only, but a permit may be renewed upon application without a public hearing. Prior to renewal, inspection of the premises shall be made by the Building Inspector to determine that the provisions of this Bylaw are being complied with. The Board of Appeals, after hearing and proof of violation of this Bylaw shall withdraw the permit, after which the operation shall be discontinued and the area restored in accordance with Section 2540.

4570. Removal Activities Prior to this Bylaw

Earth removal activities in lawful operation at the time this Bylaw is adopted may continue until abandoned for more than 12 consecutive months, provided that within 12 months after the effective date of this Bylaw the owners of such premises shall submit to the Board of Appeals a plan and application as required in Section 4520.

4600. Fence Regulations

4610. No boundary fence, wall or hedge shall exceed eight feet in height, and no fence which obstructs vision shall exceed 30" in height within any required front yard area or within 20 feet of the street line, whichever is the lesser requirement, or within 12 horizontal feet of a habitable room in an abutting dwelling.

4620. Every outdoor swimming pool considered to be a structure (see definition) whether or not filled with water shall be completely surrounded at all times by a fence or wall not less than four (4) feet in height above grade, which wall may be the pool wall itself.

4630. Every such fence or wall shall be so constructed and maintained as to not have openings, holes or gaps larger than four inches in any dimension except for doors, gates and picket fences; in the latter case, however, the gaps between pickets shall not exceed four inches.

4640. All gates or doors opening through such enclosure shall be of not less than the same height as the fence or wall and shall be equipped with a self-closing and self-latching device located at least four (4) feet above the under-lying ground and inaccessible from the outside to small children. Every such gate or door shall be kept locked at all times when the swimming pool is not in use, and any ladders removed.

ARTICLE V DEFINITIONS

In this Bylaw the following terms, unless a contrary meaning is required by the context or is specifically prescribed, shall have the following meanings. Words used in the present tense include the future, and the plural includes the singular; the word "lot" includes the word "plot"; the word "building" includes the word "structure"; the word "shall" is intended to be mandatory; "occupied" or "used" shall be considered as though followed by the words "or intended, arranged or designed to be used or occupied". The word "person" includes a corporation as well as an individual.

Accessory Building or Use: A building or use customarily incidental to and located on the same lot with the principal building or use, except that if more than 30% of the floor area or 50% of the lot area is occupied by such use, it shall no longer be considered accessory.

Animal Kennel or Hospital: A structure used for the harboring and/or care of more than three dogs that are more than six months old, whether commercially operated or not.

Apartment, Garden: Dwelling not over two and a half stories high, accommodating three or more dwelling units.

Apartment, High Rise: Dwelling over two and a half stories high, accommodating three or more dwelling units.

Boarding, Lodging or Tourist Home: A building used for lodging, with or without meals, for compensation, for between 5 and 20 individuals.

Building: A structure enclosing useful space.

Building Height: The vertical distance from the mean finished grade of the ground adjoining the building to the highest point of the roof or parapet for flat or shed roofs, to the deck line for mansard roofs, and to the mean height between eaves and ridge for gable, hip, and gambrel roofs. Not included are spires, cupolas, TV antennae, or other parts of structures which do not enclose potentially habitable floor space.

Building Line: A line parallel to the street line, between which and the street line no part of any structure is located.

Bulk Storage: Exposed outside storage of sand, lumber, coal, or other bulk materials, bulk storage of liquids in tanks except underground as an accessory use.

Camper: A portable dwelling, eligible to be registered and insured for highway use, designed to be used for travel, recreational and vacation uses, but not for permanent residence. Includes equipment commonly called travel trailers, pick-up coaches or campers, motorized campers, and tent trailers, but not mobile homes.

Camp Ground: Premises used for travel trailers, campers, tenting, or for temporary overnight facilities of any kind where a fee is charged.

Camping, Supervised: Facilities operated on a seasonal basis for a continuing supervised recreational, health, educational, religious, and/or athletic program, with persons enrolled for periods of not less than one week.

Club or Lodge: Premises or buildings of a non-profit organization exclusively servicing members and their guests for recreational, athletic, or civic purposes, but not including any vending stands, merchandising, or commercial activities except as required generally for the membership and purposes of such club. Does not include golf clubs as elsewhere defined, or clubs or organizations whose chief activity is a service customarily carried on as a business.

Contractors Yard: Premises used by a building contractor or subcontractor for storage of equipment and supplies, fabrication of sub-assemblies, and parking of wheeled equipment.

Dwelling: A building or part of a building used exclusively as the living quarters for one or more families.

Dwelling Unit: Living quarters for a single family and not more than 5 borders or lodgers, with cooking, living, sanitary and sleeping facilities for each unit.

Dwelling, Multi-Family or Apartment: A structure containing three or more dwelling units, irrespective of ownership or tenure.

Dwelling, One-Family Detached: A building containing a single dwelling unit, and having no common or party walls.

Dwelling, Two Family: A building containing two dwelling units

Family: Any number of individuals related by blood or marriage, or not more than eight persons not so related living and cooking together in a single housekeeping unit.

Floor Area: The sum of the gross horizontal area of the several floors of a building and its accessory buildings on the same lot, including the area of basements not more than 50% below grade, roofed porches and roofed terraces, excluding areas with less than six feet floor to ceiling height. All dimensions shall be measured between exterior faces of walls.

Home Occupation: A business or profession engaged in within a dwelling by a resident thereof as a use accessory thereto.

Hotel, Motel, Motor Inn: A structure providing accommodations for compensation for 20 or more persons, exclusive of employees domiciled on the premises; in some cases including rooms for public assembly and dining.

Junk: Any article or material or collection thereof which is worn out, cast off, or discarded and which is ready for destruction or has been collected or stored for salvage or conversion. Any article or material which, unaltered or unchanged and without further reconditioning can be used for its original purpose as readily as when new shall not be considered junk.

Junk Yard: Premises, whether licensed or not, where waste or scrap articles or materials are abandoned, stored, sorted, packed, bought or sold, except where such activities are carried on entirely within an enclosed building or within an open area of less than 200 square feet.

Livestock: Any number of fur bearing animals, hogs, or animals for hire; or more than two horses, cows, goats or sheep; or more than ten poultry.

Lot: An area of land in one ownership with definite boundaries ascertainable by recorded deed or plan and used or set aside and available for use as the site of one or more buildings or for any other definite purpose.

Lot Area: The horizontal area of a lot exclusive of any area in a street or way open to public use. Not more than 10 percent of the lot area required for zoning compliance shall be area under water nine months or more in a normal year.

Lot, Corner: A lot which has an interior angle of less than 135 degrees at the intersection of two street lines. A lot abutting a curved street shall be considered a corner lot if the tangents to the curve at the point of intersection of the side lot lines intersect with an interior angle of less than 105 degrees.

Lot Coverage: Percentage of total lot area covered by structures or roofed.

Lot Frontage: That portion of a lot fronting upon and having access to a street or public way, to be measured continuously along one street line between its side lot lines and their intersection with the street line, or in the case of a corner lot, to the point of intersection of street sidelines extended.

Lot Width: The horizontal distance between side lot lines, measured parallel to the lot frontage at the proposed building line.

Mobile Home: A movable or portable dwelling built on a chassis, designed for connection to utilities when in use, and designed without necessity of a permanent foundation for year-round living.

Mobile Home Park: Premises which have been planned and improved for the placement of mobile homes for non-transient use.

Non-Conforming Use or Building: A lawfully existing use or building which does not conform to the regulations for the district in which such use or building exists.

Nursery School: School licensed by the Massachusetts Department of Education for daytime care and instruction of pre-school children

Nursing, Convalescent or Rest Home, Hospital: Any institution licensed by the Department of Public Health as a nursing, convalescent or rest home, charitable homes for the aged, hospital or sanitarium pursuant to Sections 51 and 71 of Chapter 111, General Laws.

Open Space: Lot area not covered by any structure other than a swimming pool, and not used for drives, parking or storage, but including balconies and any roof area developed for recreation.

Parking Space: Space adequate to park an automobile, not less than 8½ x 20 feet, plus means of access. Where spaces are not marked, each space shall be assumed to require 350 square feet.

Philanthropic Institution: An endowed or charitably supported, non-profit religious or non-sectarian activity maintained for a public or semi-public use.

Public Utility: Electrical, gas, steam, water, communication or transportation systems and their appurtenances.

Quarrying: The extraction and processing of rock.

Radio Transmission: Premises used for the commercial transmission of radio or television, not including studios.

Resort: Hotel, motel or inn plus ancillary recreation facilities, with lot area of not less than 5000 sq. ft. per sleeping room, and with no structure within 100 feet of a street line.

Restaurant, Drive-in: Establishment for the sale of prepared food, less than half the dollar sales of which are for consumption on the premises out of sight of any public way.

Sign: Any device to inform or attract the attention of persons not on the premises on which the sign is located, including any building surfaces other than windows which are internally illuminated or decorated with gaseous tube or other lights; provided however that the following shall not be included in the application of the regulations of this Bylaw:

(a) Signs not exceeding one square foot in area and bearing only property numbers, post box numbers, names of occupants of premises, or other identification of premises not having commercial connotations.

(b) Flags and insignia of any government except when displayed in connection with commercial promotion.

(c) Legal notices; identification, informational or directional signs erected or required by governmental bodies.

(d) Integral decorative or architectural features of buildings, except letters, trademarks, moving parts, or moving lights.

(e) Signs directing and guiding traffic and parking on private property, but bearing no advertising matter.

(f) Signs on or in the rollingstock, stations, or structures of or used by common carriers except on bridges or viaducts or abutments thereof.

(g) Standard gasoline pumps bearing thereon in usual size and form the name, type, and price of gasoline.

Sign, Area of: The entire area within a regular geometric form or combinations of regular geometric forms comprising all of the display area of the sign and including all of the elements of the matter displayed. One side only of signs with faces at 180° to each other shall be counted. Frames and structural members not bearing advertising matter shall not be included in computation of sign area unless those elements are internally or decoratively lighted.

Sign, Free-Standing: A sign erected or affixed to the land, and not attached to a building.

Sign, Non-Accessory: Any billboard or sign not an accessory sign.

Sign, Temporary: A sign which, by its inherent nature, can be expected to remain in place for less than a year, as real estate signs, or signs inside display windows.

State Highway: A highway owned by the Commonwealth of Massachusetts, or one designated as a State Numbered Highway by the Massachusetts Department of Public Works.

Story: That portion of a building between the top of any floor and the top of the floor or roof next above, counting as a half story such portion if more than half its exterior wall area is below grade or if directly under a sloping roof in which more than half the exterior wall perimeter has less than three feet floor-rafters interior dimension, and excluding cellar or attic spaces used solely for utilities and storage.

Street: A way providing legally sufficient frontage for subdivision of land under the requirements of Chapter 41, Section 81L General Laws.

Street Line: The right-of-way line of a street, assumed to be 20 feet from the center of the travelled roadway where no such right-of-way line has been established or can be readily determined.

Structure: Anything constructed or erected, the use of which requires fixed location on the ground, or attachment to something located on the ground, including all buildings with floor area exceeding 75 sq. ft., mobile homes, billboards, certain swimming pools, (see below) tanks, or the like, or part thereof; but not including smaller buildings, paving, usual law accessories, or retaining walls or fences.

Swimming Pool: Any constructed pool, located above or below the ground, whether portable or fixed, used or capable of being used for swimming, wading, or bathing purposes. Pools having a depth of two feet or more and having a capacity of two hundred cubic feet or more in volume shall be considered structures.

Temporary Structure: Tent, construction shanty, or trailers, or similarly portable or demountable structure intended for continuous use for not longer than one year.

Temporary Use: Use, occupation or occupancy of a parcel of land, building or structure for a period not to exceed one calendar year.

Unregistered Motor Vehicle: Any motor vehicle required to be registered by law of the Commonwealth of Massachusetts for operation on public ways, not so registered.

Vehicle, Heavy Commercial: A bus or truck having capacity in excess of the limits for a light commercial vehicle, or motorized construction equipment other than trucks.

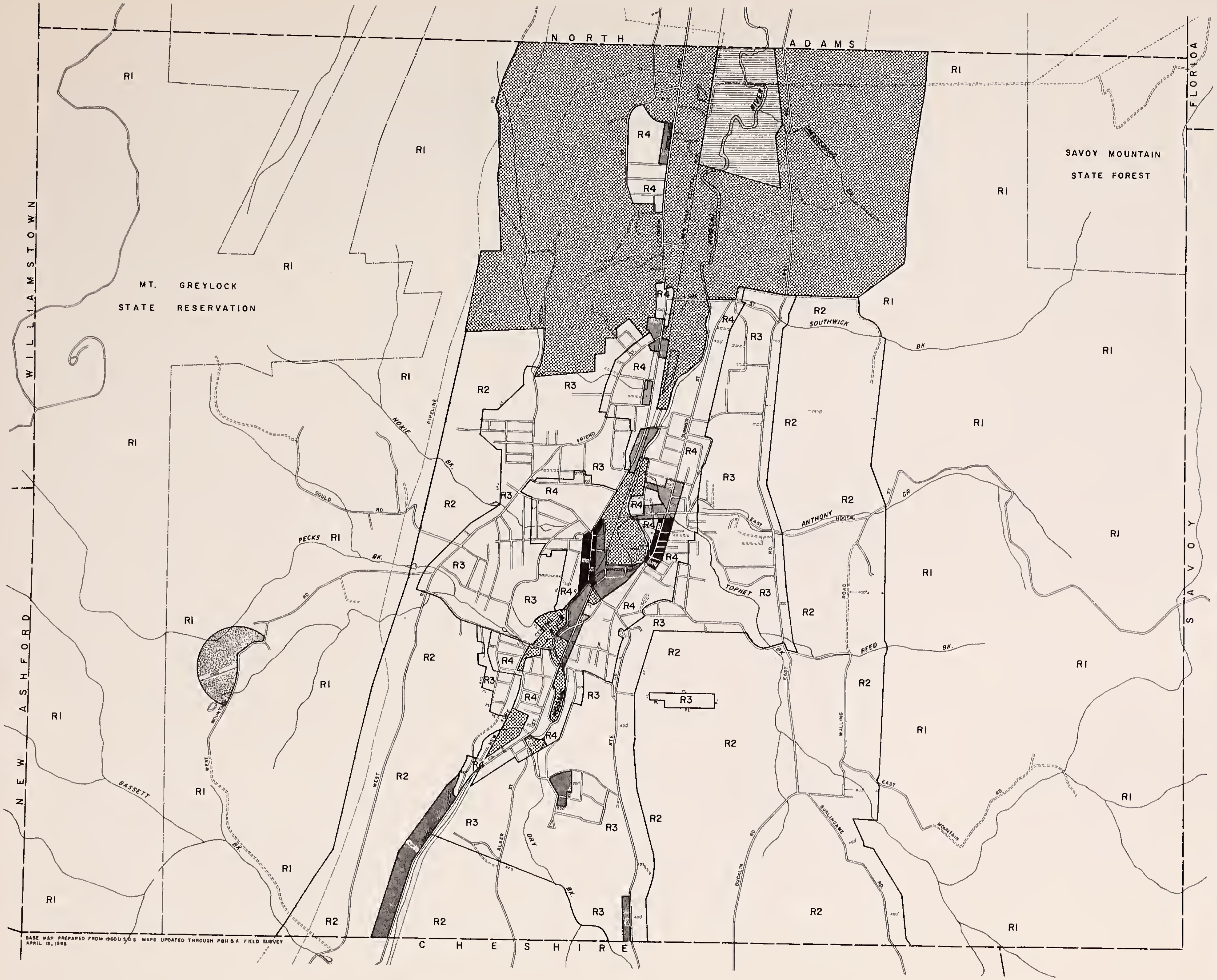
Vehicle, Light Commercial: A taxi; a bus with capacity not exceeding 10 passengers; or a truck with GVW rating not exceeding 14,000 lbs. and enclosed cargo area not exceeding 400 cu. ft.

Yard: A required open space, unobstructed with structures more than 30" high, other than permitted signs, fences, or other customary yard accessories.

Yard, Front: A yard extending between lot side lines across the front of a lot adjacent to each street it adjoins.

Yard, Side: A yard extending from the rear line of the required front yard to the rear lot line.

Yard, Rear: A yard extending across the rear of the lot between inner side yard lines.



BASE MAP PREPARED FROM 1950 U.S.G.S. MAPS UPDATED THROUGH PBH & A FIELD SURVEY
APRIL 15, 1968

R1 RURAL RESIDENTIAL
R2 LOW DENSITY RESIDENTIAL
R3 MEDIUM DENSITY RESIDENTIAL
R4 HIGH DENSITY RESIDENTIAL
■ CENTRAL BUSINESS B1
▨ EXTENSIVE BUSINESS B2
▨ FOREST RECREATION B3
▨ INDUSTRIAL I
▤ FLODD PLAIN F

6 JAN 70

PROPOSED ZONING
ADAMS
MASSACHUSETTS
ADAMS PLANNING BOARD

N

10 ACRES

500 0 1000 2000 3000 4000
SCALE IN FEET

THIS MAP WAS PREPARED FOR THE ADAMS PLANNING BOARD AND THE MASSACHUSETTS DEPARTMENT OF COMMERCE AND DEVELOPMENT AND WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

PHILIP B. HERR & ASSOCIATES
230 BOYLSTON ST. BOSTON, MASS. 02116

PUBLIC IMPROVEMENTS PROGRAM
Adams Planning Board
November, 1969 Revised March, 1970

This report deals with the questions of financing public improvements in Adams. An earlier study, Tax Base Analysis, sets the fiscal context. Needs for improvements have been analyzed in other earlier studies: Thoroughfare Plan, Recreation and Open Space, Community Facilities, and Housing. This study puts the fiscal context and capital needs together, and on that basis describes what will be built, when, how paid for, and what the fiscal consequences are.

FISCAL CONTEXT

The Tax Base Analysis has presented a picture of Adams as a community strained to meet its fiscal obligations, but not unusually strained. Taxes have risen in Adams about as they have risen most places, for about the same reasons. That finding was based on extensive analysis of 1967 and 1968 data, and nothing has changed that finding since then. For example, Adams' equalized tax rate is still just about average for the nearby municipalities with which residents compare their town, and just about average in comparison with 17 other small non-metropolitan industrial centers selected for comparison.

Table A
1969 TAX RATE COMPARISONS

	1969 Equalized Tax Rate
ADAMS	43.00
NEIGHBORS	
Cheshire	32.40
North Adams	52.10
Pittsfield	49.50
Williamstown	39.10
Average*	43.22
Adams Rank	3/5
INDUSTRIAL TOWNS**	
High	64.60
Low	27.30
Average*	45.61
Adams Rank	10/18

Source: Massachusetts Taxpayers Foundation, Inc.

*Not weighted for population
**Adams, Athol, Clinton, Franklin, Gardner, Greenfield, Hudson, Mansfield, Maynard, Milford, Montague, North Adams, Northridge, Orange, Oxford, Plymouth, Southbridge, Webster.

CAPITAL IMPROVEMENTS SCHEDULE

Table B, "Capital Improvements Schedule," lists the capital improvements which it has been found the town will need to undertake in the next six years. These improvements and their estimated costs are based in part on our studies, but primarily on the findings of the Capital Outlay Committee, specifically set up to obtain this information.

The Thoroughfare Plan makes clear that there is plenty of work needed on the roads improved under the Chapter 90 program. This schedule meets that need through an increased appropriation rate

Table B. CAPITAL IMPROVEMENTS SCHEDULE

ITEM	TOTAL COST	INITIAL FINANCING TAX LEVY	FED., STATE GRANTS	BONDS
1969				
Ch. 90 Highway Const.	36,000	9,000	27,000	
Other Road Const.+	54,600	54,600		
Highway Equip.	7,300	7,300		
Recreation	1,000	1,000		
Sewerage Extension	34,155	34,155		
1970				
Ch. 90 Highway Const.	48,000	12,000	36,000	
Other Road Const.	30,000	30,000		
Highway Equip.	19,500	19,500		
Recreation	1,500	1,500		
Sewerage Extensions	15,000	15,000		
Voc. School Items	14,500	14,500		
1971				
Ch. 90 Highway Const.	60,000	15,000	45,000	
Other Road Const.	30,000	30,000		
Highway Equip.	17,500	17,500		
Recreation	1,500	1,500		
Sewerage Extensions	15,000	15,000		
Voc. School Items	8,400	8,400		
Refuse Disposal	40,000	40,000		
1972				
Ch. 90 Highway Const.	60,000	15,000	45,000	
Other Road Const.	30,000	30,000		
Highway Equipment	9,600	9,600		
Recreation	3,000	3,000		
Sewerage Extensions	15,000	15,000		
Voc. School Items	13,500	13,500		
Assessors Maps	50,000	50,000		

+Articles 41, 43, 45

Table B (Continued)

ITEM	TOTAL COST	INITIAL FINANCING		
		TAX LEVY	FED., STATE GRANTS	BONDS
1973				
Ch. 90 Highway Const.	60,000	15,000	45,000	
Other Road Const.	30,000	30,000		
Highway Equipment	19,500	19,500		
Recreation	3,000	3,000		
Sewerage Extensions	15,000	15,000		
Voc. School Items	7,100	7,100		
Urban Renewal	3,840,000		2,970,000	870,000+
1974				
Ch. 90 Highway Const.	60,000	15,000	45,000	
Other Road Const.	30,000	30,000		
Highway Equipment	19,500	19,500		
Recreation	3,000	3,000		
Sewerage Extensions	15,000	15,000		
Voc. School Items	14,800	14,800		
1975				
Ch. 90 Highway Const.	60,000	15,000	45,000	
Other Road Const.	30,000	30,000		
Highway Equipment	19,500	19,500		
Recreation	3,000	3,000		
Sewerage Extensions	15,000	15,000		
Voc. School Items	14,500	14,500		
6 Year Totals	4,740,900	639,900	3,231,000	870,000

Sources: 1969 - Town Warrant
1970-75 - Estimates by CIP Study Committee and PBH&A.

+Assume 20 yrs. at 6.6%

for Chapter 90 road construction. Other road construction, totally financed locally, was unusually costly in 1969, and has been projected at a lower rate for future years.

Recreation expenditures are at a modest level, $1500 per year for two years pending development of a master plan, and $3000 per year after that. Studies of recreation and open space indicated that program financing at this point is more crucial than facility financing. At the same time, it should be pointed out that expenditures on this level will nowhere near meet all the needs outlined

in the Recreation and Open Space study.

"Minor" sewerage extensions become major when added up. About half the 1969 figure, $15,000 has been projected for such extensions each year.

The Vocational School, sensitive to the difference between capital and operating expenses because of their financing agreement, was able to submit a detailed list of needs for extraordinary repairs, a truck, and equipment. The list was incorporated exactly as requested.

A figure of $40,000 has been used for sanitary landfill in 1971. It isn't clear at this time whether 1971 is the magic year or whether $40,000 is sufficient for initial site improvements and equipment purchase, but this is the best estimate we can currently arrive at.

Assessors' maps, a key tool to equitable assessment practices, sound land use planning, and facilitating many studies such as school site search, has been scheduled for 1972 at $50,000. The Assessors estimate the current cost of such plans at $35,000, a figure we raised to allow for 1969-1972 inflation.

In 1973, Urban Renewal is scheduled to cost $3,840,000, three quarters of which will come from state and federal grants. In reality, of course, the real cost will depend upon a design not yet made, and the local share is determined and financed by a near-hopelessly labyrinthine method. The figure is, however, of a reasonable scale and as good as can now be posited.

The total cost of all improvements in the six-year schedule is $4,740,900. Of this, $3,231,000 will be initially paid for through state and federal grants, $870,000 in bonds, and $639,900 directly on the tax levy.

ANNUAL COSTS

Table C analyzes how the cost of these improvements will impact the tax rate. Direct tax levy charges are listed, as well as the annual principal and interest cost of bonds. The gross amount to be raised for such annual costs rises to a 1975 peak of $734,500, up from the 1969 level of $693,300.

Offsetting these costs are payments made by the Commonwealth for Chapter 90, school building assistance, and renewal. Deducting these, the net cost is reduced to a 1975 peak of $660,900, barely up from the 1969 level of $635,500.

Table C. ANNUAL COSTS, CAPITAL IMPROVEMENTS

	1969	1970	1971	1972	1973	1974	1975
COSTS							
Ch. 90 Highway Const.	36,000	48,000	60,000	60,000	60,000	60,000	60,000
Other Road Const.	54,600	30,000	30,000	30,000	30,000	30,000	30,000
Highway Equipment	7,300	19,500	17,500	9,600	19,500	19,500	19,500
Recreation	1,000	1,500	1,500	3,000	3,000	3,000	3,000
Sewerage Extensions	34,200	15,000	15,000	15,000	15,000	15,000	15,000
Voc. School Items		14,500	8,400	13,500	7,100	14,800	14,500
Refuse Disposal			40,000				
Assessors Maps				50,000			
Capital Charges (P.&I.)							
Regional Schools	469,400	391,800	375,900	362,300	349,500	336,700	324,000
1968 Debt	90,800	88,600	84,500	37,400	36,300	35,300	33,100
Sewer Bonds		66,300	71,700	68,300	66,000	63,700	56,400
Renewal II Bonds						102,700	99,000
Approp. to Stabilization				40,000	100,000	50,000	80,000
Gross Amount to be Raised	693,300	675,200	704,500	689,100	686,400	730,700	734,500
OFFSETTING INCOME							
Comm. Mass. & County Ch. 90	27,000	36,000	45,000	45,000	45,000	45,000	45,000
Comm. Mass. S.B.A.C.	24,000	24,000	24,000				
Comm. Mass. Renewal	6,800	6,800	6,800	6,800	6,800	28,600	28,600
Total Offsetting Income	57,800	66,800	75,800	51,800	51,800	73,600	73,600
Net Cost on Tax Levy	635,500	608,400	628,700	637,300	634,600	657,100	660,900
Projected Assessed Valuation ($1,000's)	46,800	47,400	48,000	48,600	49,200	49,800	50,400
Net Cost Per $1000 A. V.	$13.60	$12.80	$13.10	$13.10	$12.90	$13.20	$13.10

Sources: 1969 - Town Warrant
1970-75 - Estimates by CIP Study Committee and PBH&A.

The future level of assessed valuation has been projected by assuming that the recent average rate of increase will continue. Nothing in our studies indicates anything to the contrary. We then divided the net annual cost of capital improvements by the assessed valuation and got an index comparable to a capital improvements tax rate. On that basis, capital improvements cost $13.60 on the tax rate in 1969, and will not again reach that level during this six-year period. The tax rate impact fluctuates only slightly, between $12.80 and $13.10 over the six-year period.

This stability was achieved in part by lucky scheduling, and in part by use of the Stabilization Fund for stabilization. The amount recommended to be appropriated into the Stabilization Fund varies from year to year to compensate for fluctuations in capital costs from year to year. In 1973, estimated capital costs will be low, so a large payment into stabilization is recommended. In 1970, estimated capital costs will be high, so no payment into stabilization is suggested. In 1976, the next year beyond this program, capital costs will probably be extremely high, so capital will probably be taken out of the Stabilization Fund. In anticipation of that, this program recommends an increase in the Stabilization Fund from about $150,000 now to over $500,000 in 1975, a very nice "cushion."

DEBT ANALYSIS

Table D, Debt Analysis, traces the town's debt situation. The town now has about $1 million in funded debt. This would rise to $1.6 million in 1973 under this program. At peak, this represents only 3.2% of assessed valuation, a very comfortable figure. The 1967 average ratio of debt to assessed valuation for Adams' neighbors was 3.6%.

However, residents also support debt incurred by the Fire District, Vocational School District, and Adams-Cheshire Regional School District. Including District debt raises the amount of debt currently supported by residents to nearly $6 million, which represents 12½% of assessed valuation. The amount of district plus municipal debt will steadily decline, however, so that by 1975 such debt will be equivalent to 9% of assessed valuation.

Debt ratios exceeding 10% are relatively rare and a cause for some concern. A fairly high debt ratio coupled with not excessive annual costs for capital improvements suggests that a pay-as-you-go policy should be aimed toward, which is what this program does.

Table D. DEBT ANALYSIS

	1969	1970	1971	1972	1973	1974	1975
OUTSTANDING MUNICIPAL DEBT							
Issued Before 12/31/68	437,000	437,000	365,000	295,000	270,000	245,000	220,000
Sewerage Plant	250,000	541,000	505,000	470,000	435,000	400,000	370,000
Phase II Renewal	300,000				870,000	825,000	780,000
Mun. Debt Outstanding	987,000	978,000	870,000	765,000	1,575,000	1,470,000	1,370,000
Projected Assessed Val. ($1000's)	46,800	47,400	48,000	48,600	49,200	49,800	50,400
Debt/Assessed Val. (%)	2.1	2.1	1.8	1.6	3.2	3.0	2.7
OUTSTANDING DISTRICT DEBT (Adams' Share)							
Fire District	280,000	253,000	232,000	211,000	190,000	169,000	153,000
Voc. School	455,900	401,100	356,800	312,500	268,100	223,800	179,500
Regional High School	4,129,900	4,060,700	3,810,300	3,560,000	3,309,600	3,059,200	2,808,800
Mun. & District Debt Out.	5,852,800	5,692,700	5,269,100	4,848,500	5,342,700	4,922,000	4,511,300
Debt/Assessed Val. (%)	12.5	12.0	11.0	10.0	10.9	9.9	9.0
Stabilization Fund Bal. Dec. 31	153,000	153,000	162,000	215,000	332,000	404,000	529,000

Items costing under $100,000 should be paid for directly on the tax levy, not borrowed for. The stabilization fund should be augmented to reduce the future need for borrowing. Both of these policies can be and should be followed.

THE CAPITAL IMPROVEMENTS STUDY PROCESS

This was an unusually successful first-year capital improvements study. Departments responded to information requests willingly and intelligently. The Capital Outlay Committee, appointed by the Selectmen, worked skillfully and hard to put all this together. It is hoped that the procedure can be repeated in future years, with only a few modifications.

First, some programs deserve more detail. If possible, a six-year street improvement program listing streets to be improved, by year, should replace the present non-system of acting in response to immediate pressures. Similar schedules might be developed for sewerage extensions.

Second, in self-criticism we would like to see greater computational sophistication, using more explicit methods for inflating costs, determining interest estimates, and handling uncertainties (what happens if Urban Renewal is defeated?). We hope soon to have available methods which will allow such sophistication in future programs.

BEYOND THE CAPITAL IMPROVEMENTS PROGRAM

Some items forseeable aren't on this program either because their financing doesn't affect the town's appropriations or because they happen after 1976. Such items are listed below for reference.

Table E. PUBLIC IMPROVEMENTS OUTSIDE C.I.P.

Item	Est. Year in use	Responsible Agency Initiate	Responsible Agency Finance
Water dist. system improvements	Annual	Fire District	Fire District
Mt. Greylock "improvements	1970 et. seq.	Mass. D.N.R.	Mass. D.N.R. U.S.H.U.D.
Housing for Elderly	1971	Adams Housing Auth.	Mass. D.C.A.
Hoosac River flood protection	c.1972	Selectmen	U.S. Corps of Engineers
Relocate Route 8	1974	Mass. D.P.W.	Mass. D.P.W. 50% U.S.B.P.R. 50%
Elementary School	1976	Adams-Cheshire Reg. School D.	Adams-Cheshire Reg. School D.
Town Hall - Police Station	1980	Selectmen	Town

COMMUNITY INFORMATION PROGRAM
Adams Planning Board
January 23, 1970 Revised March, 1970

A collection of nearly 100 35 m.m. slides has been photographed, assembled and indexed as a resource to be drawn upon in presenting the content of the comprehensive plan. Most of the maps and charts prepared for the plan are now on slides. In addition, some diagrams not in the published plan have been photographed, many views of Adams and its surroundings have been taken, and photographs of relevant development or scenes in other communities have been included.

By organizing these slides in any of several ways, the ideas and recommendations of the Master Plan can be illustrated. The slides are indexed two ways, first by type of subject, whether regional orientation, land use, or housing, then cross-indexed by class of material, whether a map, chart, or view.

It is expected that this is only the nucleus of a collection that will continue to grow with time, and to which not only the planning consultant but others will contribute as well.

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A number of maps have been prepared, some but not all of which are reproduced at reduced scale in this report. "Reproducible" maps are on a translucent base material, making single ammonia-process prints feasible. Others have been drafted onto such prints, and must be reproduced by reflective light processes. These, too, are materials to be drawn upon for public presentations or for subsequent studies.

Reproducible base maps are costly to produce, and commonly disappear. These should be stored in Town Hall and allowed out only under controlled circumstances.

MAP INDEX

Title	Scale	Type	Reduced In Master Plan
Street Base Map	600'	Reproducible	No
Topo Base Map	"	"	Yes
Proposed Zoning	"	"	Yes
Street Base Map	1600'	"	No
Topo Base Map	"	"	Yes
Water Service	"	"	Yes
Community Facilities	"	"	Yes
Proposed Zoning	600'	Not Reproducible-color	No
Land Use	"	" " "	No
Housing	"	" " "	No
Water System (detail)	"	" " "	No
Elevation	"	" " "	No
Thoroughfare Plan	1600'	Not Reproducible-B&W	Yes
Neighborhoods Overlay	600'	Not Reproducible-Acetate	No
Preferred and Likely Futures	1600'	Not Reproducible-B&W	Yes
Housing	"	" " "	Yes
Topography	"	" " "	Yes
Route 8 Alternates	"	" " "	Yes

LOCAL PLANNING STANDARDS

Adams Planning Board
November, 1969 Revised March, 1970

Street Geometry

	Major Collector	Collector	Minor	Lane
Right of Way	60'	60'	50'	40'
Paved Width	32'	32'	27'	24'
Maximum Grade	8%	10%	12%	12%
Minimum Radius	820'	500'	150'	100'

School Site Standards

Type	Area
Elementary School	10 acres plus 1 acre/100 pupils
Junior High or middle school	20 acres plus 1 acre/100 pupils
Senior High School	30 acres plus 1 acre/100 pupils

Recreation Standards

Facility	Area Served	Min. Size	Area/1000 Pop. Served	Recommended Sponsership
Playlot	Block	2000 s.f.	n.a.	Private
Playground	Neighborhood	3 acres	1½ acres	Public
Playfield	Town	15 acres	1½ acres	Public

Parking Standards

Activity	Unit of Measurement	Parking Spaces required
Dwellings	Dwelling Unit	2.0
Offices, stores	150 s.f. leasable floor area	1.0
Place of assembly, restaurant	four seats	1.0
Bowling alley	1 alley	4.0
Nursing home, hospital	4 beds	1.0
Industrial, Wholesale	1.3 employees per shift	1.0

Loading Standards

Activity	One bay for:	One additional for:
Retailing	5,000 - 8,000 s.f.	each 8,000 s.f.
Offices	4,000 s.f. +	—
Industrial	0 - 8,000	individually determined

Community Facility Standards

Facility	
Town Offices	3/4 s.f. per capita (experience figure)
Library	0.7 s.f. per capita (Amer. Library Assn., 1962)
Fire Station	Within 1½ miles of intensive development. Within 3 miles of moderate development.
Sanitary Landfill	7 acre-feet/capita/year

Density Standards

Population	
R-1:	One dwelling per net acre
R-2:	Three dwellings per net acre
R-3:	Five dwellings per net acre
R-4:	9-14 dwellings per net acre
Commerce:	$125,000 retail sales per year per developed acre.
Industry:	2½ employees per committed acre (present) 20 employees per developed acre.

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